United Nations S/2010/498

Security Council

Distr.: General
28 September 2010

Original: English

Women and peace and security

Report of the Secretary-General

I. Background

1. On 31 October 2000, the Security Council adopted resolution 1325 (2000), drawing attention to the disproportionate and unique impact of armed conflict on women and girls and their exclusion from conflict prevention, peacekeeping, conflict resolution and peacebuilding. The resolution highlighted the fact that an understanding of the impact of armed conflict on women and girls and effective institutional arrangements to guarantee their protection and full participation in peace processes would contribute significantly to the promotion and maintenance of international peace and security. The adoption of the resolution was the culmination of years of concerted appeals and efforts, especially by civil society and women's organizations, to draw attention to and seek action to reverse the egregious and inhumane treatment of women and girls, the denial of their human rights and their exclusion from decision-making in situations of armed conflict.

2. Soon after the adoption of the resolution there were strong indications that the issue of women and peace and security was gaining attention in the political arena. In his first report to the Security Council on women, peace and security (S/2002/1154), the Secretary-General recognized that resolution 1325 (2000) had galvanized Member States, the United Nations system and civil society, including at the grass-roots level. Although the contributions of women to peacemaking and peacebuilding had not yet been fully recognized, the suffering of women and girls during armed conflict and its aftermath had already been widely documented. In the same report, the Secretary-General also noted that international law and existing strategies and guidelines provided a strong framework for addressing gender perspectives within the context of armed conflict and its aftermath.

3. Despite an apparent firm foundation and promise, 10 years after the adoption of resolution 1325 (2002), significant achievements are difficult to identify or quantify. The conditions that women and girls face in situations of armed conflict continue to be abhorrent and effective methods for monitoring their impact are lacking. The rape in July 2010 of over 200 women and girls in the eastern provinces of the Democratic Republic of the Congo is only one example of the severity of abuse of the human rights of women and girls. It is also a reminder of the challenges ahead and a wake up call for the international community to urgently devise and

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implement a coherent and comprehensive plan to ensure implementation of all aspects of resolution 1325 (2000). The tenth anniversary of its adoption is an opportune occasion to take stock of progress, recognize the achievements and the shortcomings, and assess how efforts to accelerate implementation of the resolution in the next decade could be more effective.

4. In accordance with the statement by the President of the Security Council of 23 October 2007 (S/PRST/2007/40), section II of the present report provides an overview of progress in implementing resolution 1325 (2000). It includes information on measures taken to improve, where appropriate, the capacity of Member States to implement the resolution, including information on best practices. Section III responds to paragraph 18 of resolution 1889 (2009) by providing an assessment of the processes by which the Security Council receives, analyses and takes action on information pertinent to resolution 1325 (2000). In section IV, the report reviews the implementation and integration of the 2008-2009 System-wide Action Plan for implementing resolution 1325 (2000), following a system-wide evaluation of progress achieved in implementing the Action Plan. Section V presents an update and further development of the set of indicators contained in the report of the Secretary-General of 6 April 2010 (S/2010/173) in response to the statement by the President of the Security Council of 27 April 2010 (S/PRST/2010/8). That section also includes, as requested, an outline of a programme of work detailing roles and responsibilities vis-à-vis the indicators within the United Nations system and a time frame to render the indicators operational. Section VI contains conclusions and recommendations.

II. Overview of progress in implementing resolution 1325 (2000)

5. The decade since the adoption of the resolution has generated a flood of activities by various actors, with increasing volume and intensity in recent years, especially in the lead up to the tenth anniversary of the resolution. The Security Council, Member States, civil society and the United Nations system, have all contributed to those activities.

Implementation by the Security Council

6. In the 10 years since the adoption of Security Council resolution 1325 (2000), the commitment of the Council to its full implementation has intensified. Arising from a situation in which these issues were often treated as a separate item, the role of women in peace and security is now more clearly integrated into the Council's deliberations. The adoption of resolutions 1820 (2008), 1888 (2009) and 1889 (2009) also illustrates the increased commitment of the Council to the issue of women and peace and security. In response to the request of the Security Council, most reports of the Secretary-General on peacekeeping missions now include information on actions taken to ensure the participation of women in peace and security and the consequences for women and girls of armed conflict and its aftermath.

7. Reflecting the momentum in the years immediately after the adoption of resolution 1325 (2000), the Security Council held three open debates between 2002 and 2003 during which progress and challenges in implementation of the resolution

were discussed. Presidential statements from these debates called on Member States, entities of the United Nations system, civil society and other relevant actors to develop clear strategies and action plans with goals and timetables, including monitoring mechanisms on the integration of gender perspectives into peace support and humanitarian operations and in post-conflict reconstruction.

8. The call of the Security Council in resolution 1889 (2009) for indicators to monitor the implementation of the resolution is an important step towards the development of a much needed monitoring framework for resolution 1325 (2000). While the Council has been persistent and closely engaged in the development of the indicators to monitor the implementation of resolution 1325 (2000), the way in which the Council has received and processed information points to the urgency of strengthened political will to establish an effective monitoring mechanism to ensure accountability in the implementation of resolution 1325 (2000) (see sect. III below).

Implementation by Member States

9. Within the first five years following the adoption of resolution 1325 (2000), various activities undertaken by Member States suggested that national ownership of the resolution had begun to emerge. Many of these activities have been documented in the annual reports of the Secretary-General.[1]

10. A number of Member States set up working groups and task forces at the national level. In 2001, Canada created a committee on women and peace and security, a national coalition comprised of parliamentarians, representatives of civil society and government officials, to focus on advocacy, capacity-building and training. The Ministry of Foreign Affairs of Colombia, in collaboration with the Presidential Advisory Office on Gender Equality, set up a working group on women and peace and security to support the participation of women related to the promotion of peace in the country. In 2003, the Ministries of Defence, Foreign Affairs and the Interior and Kingdom Affairs of the Netherlands established a task force on women in conflict situations and peacekeeping that was charged with implementing resolution 1325 (2000). In Norway, a forum comprising representatives from relevant ministries and members of civil society was established to follow up the implementation of resolution 1325 (2000). A national "Coalition 1325", comprising women parliamentarians, non-governmental organizations (NGOs) and media representatives, was established in Azerbaijan to raise awareness of resolution 1325 (2000) and the role of women in decision-making processes, including in conflict resolution and peacebuilding.

11. Some of the early activities undertaken also suggested that Governments were reaching out to women's organizations with a view to creating partnerships to implement resolution 1325 (2000). The Government of the Philippines sought women's participation in that nation's peace process, involving them in dialogues and workshops to integrate their experiences and perspectives into the peace agreement. The Government of Australia provided support to organizations that promote women's participation in peace processes. The Canadian International Development Agency supported Sudanese women in building consensus on a platform for peace. In Sri Lanka, the Government and the Liberation Tigers of Tamil

[1] See S/2002/1154, S/2004/814, S/2005/636, S/2006/770, S/2007/567, S/2008/622, S/2009/465 and Corr.1 and S/2010/173.

Eelam, with the support of Norway, established a subcommittee on gender issues to elaborate gender-sensitive guidelines for the peace process.

12. Member States have also facilitated discussions on women and peace and security at the international level. In 2004, the permanent missions to the United Nations of Canada, Chile, and the United Kingdom of Great Britain and Northern Ireland, in coordination with the NGO Working Group on Women and Peace and Security, held two round tables that brought together Security Council members, Member States, United Nations entities, and representatives of NGOs and civil society to discuss the linkages between the various thematic reports and resolutions, and the importance of participation of women in peace processes. Spearheaded by Canada, an informal group of approximately 25 Member States, the "Friends of Women and Peace and Security", began to advocate for and support intergovernmental coordination, allocation of resources and acceleration of implementation of resolution 1325 (2000) by United Nations entities.

13. Member States have also worked to ensure that gender, peace and security perspectives are incorporated into humanitarian interventions and development assistance. The strategy and action plan for promoting gender equality that was included in Finland's policy for development cooperation for 2003-2007, for example, requires that humanitarian partner organizations have gender expertise and mainstream gender perspectives into their work. Similarly, when supporting humanitarian action, Norway requests implementing partners to incorporate gender perspectives into their efforts.

14. A particularly important contribution of Member States has been the development of national action plans to guide the implementation of resolution 1325 (2000). The implementation of national action plans has been recognized as a key strategy in ensuring the achievement of commitments in the area of women and peace and security. They provide for a comprehensive and systematic monitoring and evaluation of activities with respect to policy goals. A total of 19 such plans, including in post-conflict nations, have been adopted, and several more are in the pipeline. The ultimate success of national action plans depends on their funding and the commitment to ensure their full implementation. The availability of adequate resources remains a great challenge.

Implementation by civil society and women's groups

15. Given their major role in generating momentum for the adoption of resolution 1325 (2000), civil society organizations have stepped up their activities considerably in the last decade. The adoption of the resolution provided impetus for women working in situations of armed conflict. For example, in 2003, the Women in Peacebuilding Network supported the groundbreaking participation of women in the Liberian peace process. The Network funded a delegation of women to travel to Sierra Leone, where they organized meetings between then-President Charles Taylor and rebel leaders. Later, they led the Women of Liberia Mass Action for Peace Campaign to confront rebel leaders and spur progress in the area of disarmament. The Network was also instrumental in engaging women in implementing the peace agreement that ended the conflict and has continued to support the participation of women in the political and disarmament processes.

16. Civil society used the resolution to demand a place in peace processes. In Sri Lanka, for example, the demands of women to participate actively in peace

negotiations were supported by the passage of resolution 1325 (2000). Femmes Africa Solidarité, which actively supports women in multiple areas of conflict across Africa, has organized solidarity missions consisting of high-level delegations of women that were dispatched to areas of conflict in order to support and encourage women's grass-roots efforts to promote recovery in their communities and to urge leaders to ensure that women's needs are addressed in decision-making processes.

17. Various organizations focusing on women and peace and security have intensified their activities, many of which assist women peacemakers in conflict-affected countries. The Institute for Inclusive Security, for example, works with Women Waging Peace, which is a network of over 1,000 women peacemakers. The Institute has focused on research, training and advocacy to promote the inclusion of all stakeholders, particularly women, in peace processes. International Alert has also intensified its focus on the analysis of women's engagement in peace and security, especially through research, which provides empirical data to support improved policy action. There are also a number of regional and international efforts to support women as peacemakers, for example, the Mano River Women's Peace Network and the Women's International League for Peace and Freedom.

18. Other civil society organizations have carried out activities that support the role of women in areas of conflict and post-conflict. For instance, in 2009, the Global Partnership for the Prevention of Armed Conflict held an eight-day summit in the Philippines to develop a strategic plan for supporting the role of women in conflict prevention and peacebuilding. In September 2009, the Women Peacemakers Programme Africa Desk held an advocacy training workshop in South Africa for women peace activists; in August 2010, the same organization held a training programme to promote gender mainstreaming into 20 African peace organizations.

19. In June and July 2010, civil society and women's groups played an active role in sharing best practices in implementing resolution 1325 (2000) as part of the Global Open Day for Women and Peace, which was developed by the United Nations system. In Burundi, more than 60 women, representing civil society groups, met with the Executive Representative of the Secretary-General, Charles Petrie, to outline priorities for increasing the participation and protection of women, including training women for more active roles in peace and security; reinforcing and strengthening existing laws governing gender equality; and developing legal structures dedicated to the needs of women survivors of violence. In Kenya, 20 women from civil society and community organizations participated in a consultative forum organized by the United Nations Development Fund for Women (UNIFEM) and the United Nations Development Programme (UNDP) on the inclusion of women in conflict resolution and peacebuilding. The outcome of the forum was a set of recommendations to increase women's participation, including an acknowledgement from the Government that women's experiences of conflict differ from those of men; recognition that the Government and its partners should encourage and participate in capacity-building to foster female leadership in peacebuilding; and the institution of a nationwide quota for women's participation in all levels of Government, as well as in peacebuilding bodies and all decision-making bodies.

20. During the Global Open Day in Pakistan in June 2010, women's peace organizations met with the Special Envoy of the Secretary-General for Assistance to

Pakistan, Jean-Maurice Ripert, in which they presented a series of recommendations that were developed by a collaborative group of women's civil society organizations. Among the recommendations were the equitable representation of women throughout peace negotiations and in all processes related to sustaining peace; the consideration of women's needs throughout all recovery processes, as well as adequate funding for addressing those needs; and a zero-tolerance policy for sexual and gender-based violence, together with a mechanism for victims to obtain protection and support. In the Gaza Strip, a group of 20 women leaders and peace activists met with a United Nations delegation and emphasized the severe impact of the ongoing humanitarian crisis on women and girls, their continued subjection to violence and harsh economic despair, and the importance of increasing women's participation in the political arena.

21. Civil society has also played a strong role in advocating for accountability in the implementation of resolution 1325 (2000). Within the United Nations, the NGO Working Group on Women and Peace and Security has continued to emphasize accountability and the need to establish a monitoring framework for the implementation of resolution 1325 (2000). In 2010, a high-level Civil Society Advisory Group was established to advise a high-level steering committee, chaired by the Deputy Secretary-General, to guide the commemoration of the tenth anniversary of resolution 1325 (2000). The Civil Society Advisory Group, comprising a geographically diverse group of civil society experts with extensive experience working with issues related to conflict, peace and security throughout the world, is co-chaired by the former President of Ireland, Mary Robinson, and the Executive Director of Femmes Africa Solidarité, Bineta Diop.

Activities of the United Nations system

22. Since a number of the areas of action identified by resolution 1325 (2000) were required of the Secretary-General, the United Nations system has organized, by far, the largest number of activities over the last decade. Some of these activities were in collaboration with other actors. Entities have embarked on a number of activities and initiatives in a wide range of areas, including training and the development of policies, action plans and guidelines, among others. Some of the details of the activities presented here have been summarized from annual reports of the Secretary-General to the Security Council on the implementation of resolution 1325 (2000) (see S/2002/1154).

23. Many activities of the United Nations system were intended to strengthen the understanding of issues related to women and peace and security and to develop the capacity of the United Nations system and Member States to address them. Other activities addressed broader themes of gender mainstreaming in peace and security. Yet others focused on elaborating on the concepts and the challenges involved in addressing the needs of women in conflict resolution, peacekeeping and peacebuilding.

24. The Department of Economic and Social Affairs of the United Nations Secretariat established a Task Force on Conflict Prevention, Peacebuilding and Development, which developed a workplan covering the underlying causes of conflict, such as poverty, socio-economic and gender inequalities, endemic underdevelopment, weak or non-existent institutions and the absence of effective governance. In collaboration with the Department of Political Affairs and the Office

of the Special Adviser to the Secretary-General on Gender Issues and Advancement of Women, the Department of Economic and Social Affairs also convened an expert group meeting on peace agreements as a means for promoting gender equality in preparation for the forty-eighth session of the Commission on the Status of Women.

25. In 2003, the Department of Peacekeeping Operations developed gender awareness training materials for use in predeployment and induction training for military and civilian police personnel. In 2004, it produced a gender resource package for peacekeeping operations, which provides guidance on gender issues in the various functional areas covered by multidimensional peacekeeping operations. In 2006, the Department of Peacekeeping Operations adopted an action plan on the implementation of resolution 1325 (2000) in peacekeeping. The United Nations Institute for Training and Research (UNITAR) conducted training on women and children for civilian personnel in various peacekeeping operations.

26. The Office for the Coordination of Humanitarian Affairs has developed a policy and plan of action on gender mainstreaming in humanitarian advocacy and information management, humanitarian policy development, coordination of humanitarian response and resource mobilization. The Food and Agriculture Organization of the United Nations (FAO) and the World Food Programme (WFP) jointly produced guidelines on socio-economic and gender analysis in emergency and rehabilitation programmes to assist staff at Headquarters and in the field to integrate gender perspectives into all phases of the emergency project cycle, including needs assessment, project formulation, targeting, monitoring and evaluation.

27. Activities were also implemented, in accordance with resolution 1325 (2000), to provide HIV/AIDS awareness training for peacekeepers. Under the guidance of the Joint United Nations Programme on HIV/AIDS (UNAIDS) and the Department of Peacekeeping Operations, gender-sensitive HIV/AIDS awareness training was added to induction training, and all peacekeeping operations have either an HIV/AIDS focal point or adviser, and many provide voluntary counselling and testing facilities. In June 2004, UNAIDS and the Department of Peacekeeping Operations undertook a joint mission in Haiti to establish an HIV/AIDS programme before the arrival of the main peacekeeping contingents, setting an important precedent for future operations. In Sierra Leone, an inter-agency project on HIV/AIDS training for peacekeepers was undertaken by UNAIDS, the Department of Peacekeeping Operations, the United Nations Population Fund (UNFPA) and UNIFEM.

28. Early efforts to implement resolution 1325 (2000) also included the active development of standards to guide various aspects of the work of the United Nations on women and peace and security. The Department of Peacekeeping Operations and UNIFEM developed standard operating procedures on gender and disarmament, demobilization and reintegration, to provide field-based guidance on incorporating the needs and concerns of women and girl combatants into peace agreements, including into the social reintegration of combatants into communities. The United Nations Mine Action Service of the Department of Peacekeeping Operations developed gender guidelines for mine action programmes in 2004 and reviewed and updated them in 2010. The United Nations Children's Fund (UNICEF) completed the mine risk education component of the International Mine Action Standards, which includes gender-specific standards to which all United Nations entities and

their operational partners should adhere. In 2005, the World Health Organization (WHO) commissioned a needs assessment on gender-based violence and health facilities in four counties in Liberia. The report provided recommendations to the Government of Liberia and to the United Nations system regarding the prevention of sexual and gender-based violence and community-based initiatives to address the stigma of victimization thereof.

29. The Office of the Special Adviser on Gender Issues and Advancement of Women has played a key role in monitoring activities of the United Nations system, including through chairing the Inter-Agency Task Force on Women and Peace and Security, preparing the annual report of the Secretary-General to the Security Council on the basis of inputs provided by United Nations entities, and providing advice to United Nations senior managers on issues related to women and peace and security. It has also played an active role in coordinating activities both within the United Nations system and with other stakeholders. The Office of the Special Adviser is the secretariat of the Inter-Agency Network on Women and Gender Equality and has played a key role in liaising with Member States, civil society and other actors. Since resolution 1325 (2000) was adopted, the Special Adviser to the Secretary-General has been a strong advocate for its implementation both within the United Nations system and in national and international forums. Although efforts at coordination have intensified over the years and a system-wide action plan has been developed to guide this effort, a well-coordinated approach to implementing resolution 1325 (2000) is yet to emerge.

Implementation within the context of a system-wide action plan

30. Given the volume and scattered nature of the activities that were being conducted, the need for more effective coordination in the implementation of resolution 1325 (2000) became evident early, which led to the call by the Security Council for the development of a United Nations System-wide Action Plan in 2004. The Office of the Special Adviser played a key role in coordinating the process leading to the definition of the action plan.

31. The 2005-2007 System-wide Action Plan, which the Office of the Special Adviser prepared through the Inter-Agency Task Force on Women and Peace and Security, in partnership with Member States and NGOs, captured activities being organized by 34 United Nations entities and was intended to bring more coherence to the implementation efforts of the entire United Nations system. It was to be used by United Nations entities to formulate concrete strategies, actions and programmes, in a consistent and effective manner, to advance the role of women in peace and security areas. Further, it was intended to ensure more efficient support to Member States and other actors in efforts at the national and regional levels to implement resolution 1325 (2000), as well as to strengthen the commitment and accountability of the United Nations system at the highest levels and enhance inter-agency cooperation.

32. Although the System-wide Action Plan was expected to result in measurable improvement in the contributions of the United Nations system to the empowerment of women in conflict areas, its results were disappointing. In a review of the performance of the System-wide Action Plan in the report of the Secretary-General on women and peace and security of 27 September 2006 (S/2006/770), respondents were virtually unanimous that the introduction of the System-wide Action Plan had

done little to improve coordination of efforts on women and peace and security within the United Nations system. While the System-wide Action Plan did facilitate a systematized mapping of activities, thus helping to identify gaps, it did not facilitate strategic programming, nor was it designed to measure results. At times, this resulted in the duplication and overlapping of activities or in fragmented efforts.

33. Despite the reconceptualization of the System-wide Action Plan in 2007 as a new 2008-2009 Action Plan with a view to ensuring better coherence and a results-based programming, monitoring and reporting focus, the lack of coherence persists and has limited opportunities for reaping the benefits of economies of scale and building upon lessons learned. An overview of the activities of the United Nations system in the 2008-2009 System-wide Action Plan and activities carried out beyond this period demonstrate this.

34. The System-wide Action Plan required United Nations entities to list activities under five pillars — prevention, participation, protection, relief and recovery, and normative — although many activities straddled more than one focus area. Highlights of activities organized under these pillars are provided below.

Prevention

35. For the period 2008-2009, United Nations entities reported a number of activities under the prevention pillar. The prevention of sexual and gender-based violence has been particularly emphasized. A key approach has been to increase the numbers of women police officers or to provide gender sensitivity training, or both. Thus, the Department of Peacekeeping Operations has deployed increased numbers of female police officers. In a similar vein, UNFPA supported national police efforts to address and prevent gender-based violence more effectively, including by promoting the recruitment and promotion of women within police ranks. UNDP and UNIFEM also assisted Member States to ensure gender-sensitive policing. The UNIFEM programme on the prevention of sexual and gender-based violence has included training on gender-based violence and gender and human rights. It also includes the provision of communications and transportation equipment, such as free telephone hotlines and motorcycles for the police in specialized units. For example, in Rwanda, UNIFEM supported a women's association for genocide survivors that provided gender-sensitivity training to the police. This programming empowered the survivors, and fostered skills development and gender sensitization for the police.

36. To ensure systematic gender mainstreaming in humanitarian assistance, including the prevention of and response to gender-based violence in humanitarian country teams, a Sub-Working Group on Gender in Humanitarian Action of the Inter-Agency Standing Committee has made significant strides towards enhancing equality programming into humanitarian situations. Since 2007, the Gender Standby Capacity project has deployed 42 highly qualified senior gender advisers to support 28 United Nations Humanitarian Coordinators/Resident Coordinators, humanitarian country teams and gender networks in areas of humanitarian crisis. The Gender Standby Capacity project is a standby roster pool, managed by the Office for the Coordination of Humanitarian Affairs and the Norwegian Refugee Council, and it seeks to build the capacity of humanitarian actors at the country level to mainstream

gender equality programming.[2] The Inter-Agency Standing Committee also produced an online e-learning course for all humanitarian actors to build their skills in gender equality programming. In addition, in 2009, UNICEF developed a one-page briefing note on gender-based violence for Resident Coordinators and Humanitarian Coordinators. In 2009, a Gender Standby Capacity Adviser was deployed to work with global cluster leads in Geneva.

37. With respect to sexual violence, UNDP developed a countrywide response in 18 countries to address prevention. This included the provision of assistance to Member States to ensure access to legal aid for women, the establishment of legal information centres and legal aid networks, and the empowerment and training of female judges, lawyers and prosecutors, including specific initiatives to strengthen women's security and access to justice. In six countries, Afghanistan, Haiti, Liberia, Rwanda, Timor-Leste and Uganda, UNIFEM built community capacity to prevent sexual violence by engaging women's groups in supporting the police, judiciary and traditional authorities to improve the rate of investigation of these crimes and the outcomes of prosecutions. In the Democratic Republic of the Congo, UNICEF has worked to engage men and boys in the prevention of sexual violence, including through discussion groups, which led to the establishment of community-based response mechanisms to prevent sexual violence. In 2009, UNICEF and Office for the Coordination of Humanitarian Affairs launched a joint research project on the prevention of sexual violence perpetrated by State and non-State actors.

38. The Department of Peacekeeping Operations and the Department of Field Support developed gender guidelines for police and military peacekeepers, which give direction on preventing sexual violence against women and girls. In addition, the Department of Peacekeeping Operations partnered with UNIFEM and United Nations Action Against Sexual Violence in Conflict (UN Action) to elaborate an analytical inventory of good practices of strategies used by military peacekeepers to prevent sexual violence against women and girls. The publication *Addressing conflict-related sexual violence — an analytical inventory of peacekeeping practice* will be converted into a scenario-based training for predeployment training of peacekeepers to improve capacities to prevent sexual violence.

39. An important achievement in the area of prevention is the formation in 2007 of UN Action under the slogan "Stop Rape Now". This network unites the work of 13 United Nations entities[3] with the goal of ending sexual violence during and in the wake of conflict. It is a concerted effort by the United Nations to improve coordination and accountability, amplify programming and advocacy, and support national efforts to prevent sexual violence and respond effectively to the needs of survivors.

Participation

40. The 2008-2009 United Nations System-Wide Action Plan includes a number of activities to promote the participation of women at all decision-making levels. Many

[2] Information is available from http://oneresponse.info/crosscutting/GenCap/Pages/GenCap.aspx.

[3] The Department of Political Affairs, the Department of Peacekeeping Operations, the Office for the Coordination of Humanitarian Affairs, the Office of the United Nations High Commissioner for Human Rights, UNAIDS, UNDP, UNFPA, the Office of the United Nations High Commissioner for Refugees, UNICEF, UNIFEM, WFP, WHO and the United Nations Peacebuilding Support Office.

of these activities address what entities have reported as "capacity development" to enable women to be active participants in peace and security; they include a range of activities, such as training and workshops, as well as the development of tools and manuals.

41. In this regard, UNDP trained 80 women in El Salvador to serve as political leaders, resulting in the increased participation of female candidates in the March 2009 elections. UNIFEM supported three major conferences in Darfur to enable state government, the mediation team and universities to hold consultations with 600 women and men leaders, including in camps for internally displaced persons. The consultations led to a review and update of the existing platform of action to include protection from violence, attention to women's economic recovery and a greater role for women in politics and settlement of disputes.[4] In Iraq, Kosovo, Nepal, and Somalia, UNFPA launched media campaigns to draw attention to women's issues and the role of women in maintaining peace. In Uganda, the Department of Political Affairs, in cooperation with UNIFEM, provided a Gender Adviser to the Special Envoy of the Secretary-General for the Lord's Resistance Army-affected areas, resulting in the inclusion of women's priorities for peace in the Juba peace talks and post-conflict reconstruction.

42. The Regional Disarmament Branch of the Office for Disarmament Affairs included discussions on resolution 1325 (2000) in all ministerial meetings of the United Nations Standing Advisory Committee on Security Questions in Central Africa, resulting in a two-fold decision by States members of the Advisory Committee: first, each would designate a focal point on resolution 1325 (2000) from among their ministries responsible for matters of peace and security; and second, that women could be included in national delegations to international and regional conferences on disarmament and in national commissions on small arms. The United Nations Regional Centre for Peace and Disarmament in Africa of the Office for Disarmament Affairs also participated in the launch of the Women's Network for Peace and Security in West Africa and assisted the Togolese authorities in creating a national focal point for this network and in raising awareness of resolution 1325 (2000). The Regional Centre for Peace and Disarmament also includes a module on capacity development in workshops for the armed forces in Togo that it has conducted within the framework of its African security sector reform programme.

43. United Nations system activities to support women's engagement in peace processes have often focused on building rosters of women for consideration for mediation roles; supporting women's groups to coalesce around common peace agendas and to have observer status, as a minimum, at talks; building the capacity of women in civil society to make technical proposals relevant to various aspects of peace agreements; and supporting consultations between negotiators and women's groups. In this regard, UNIFEM ensured the mainstreaming of gender issues in the Doha peace talks on Darfur through the participation of its gender advisers in the Consultative Committee of International Experts to the Mediators, and by engaging 300 women in skills-building workshops on leadership and peacebuilding.

44. A further 700 women were engaged in workshops on peace consultations. UNIFEM and the Department of Political Affairs have launched a joint strategy to increase the number of women appointed as mediators in peace processes in which

[4] See UNIFEM Annual Report 2009-2010.

the United Nations is engaged. The initiative includes generating guidance for and training of mediators and their teams, and building the capacity of women's groups to engage in peace processes and make inputs to various components of peace accords. The first element of this joint strategy has been collaborating on the development of guidance for mediators to address conflict-related sexual violence in specific chapters of peace negotiations. One of the notable women's coalitions supported by UNIFEM and calling for the increased participation of women in negotiations and at all stages of peacebuilding, the International Women's Commission for a Just and Sustainable Israeli-Palestinian Peace, brings together Israeli, Palestinian and international women leaders who speak with one voice on issues of peace and security.

45. As co-chair of the Peace Support Working Group, UNFPA is developing the capacities of Nepalese women to promote their inclusion in all steps and levels of the peace process. UNFPA also works to ensure adequate protection for women and girls in the aftermath of conflict and facilitates the implementation of the recommendations of the resolution with the wide participation of key Nepalese stakeholders.

46. Tools and guidelines have also been developed by different entities to provide support for the mainstreaming of a gender perspective into peacekeeping and humanitarian support within the United Nations. Examples include: the Inter-Agency Standing Committee *Gender Handbook on Humanitarian Action — Women, Girls, Boys and Men: Different Needs — Equal Opportunities (2006)* — which is a tool for clusters/sectors to plan, implement, monitor and evaluate its programmes with a gender lens. In 2009, UNICEF led the development of a Handbook for Coordinating Gender-based Violence Interventions in Humanitarian Settings (available from http://www.humanitarianreform.org/Default.aspx?tabid=453).

47. The Department of Peacekeeping Operations has developed a range of guidelines and tools to assist peacekeeping personnel in effectively engaging and drawing on women's participation during post-conflict transitions. These include the *Joint Department of Peacekeeping Operations/Department of Field Support-Department of Political Affairs Guidelines on Enhancing the Role of Women in Post-Conflict Electoral Processes* (2007) and the *Guidelines for Integrating a Gender Perspective into the Work of the United Nations Police in Peacekeeping Missions* (2008). The United Nations Educational, Scientific and Cultural Organization conducted an analysis of "Women's Rights for Peace and Security in Post-Conflict Democracies in Africa". The aim was to devise policy recommendations for increasing women's participation in peace and security in post-conflict African nations.

Protection

48. UNICEF has been one of the major actors in the area of protection. Its activities have focused on the provision of mental health and psychosocial support to boys and girls, tracing and reunification of families, dialogue with State and non-State actors in advocating the release of boys and girls associated with armed forces or armed groups, capacity development initiatives, research on the specific needs of girl mothers and children born of sexual violence, and the creation of child-friendly spaces in a number of countries and territories, including Afghanistan, Colombia, the Democratic Republic of the Congo, Haiti, Iraq, the Philippines, Sri

Lanka, the Sudan and the occupied Palestinian territory. In Somalia, UNICEF supported a group of 12 gender-based violence outreach caseworkers and 11 focal points for internally displaced persons closely linked to the community mobilization programme, referring over 1,700 survivors of gender-based violence to judicial, medical, legal and psychosocial services and survival assistance.

49. The Office of the United Nations High Commissioner for Refugees (UNHCR), UNFPA and UNICEF have implemented activities that provide psychosocial, basic needs and livelihood support. UNHCR has focused on integrating physical protection, health, access to psychosocial support and justice, livelihoods, community empowerment and durable solutions for women into its programmes. UNFPA has also provided psychosocial training support to multiple stakeholders, including various ministries of health and gender affairs and civil society groups. It has also worked on the clinical management of rape survivors. UNIFEM has offered multisectoral assistance to women through the use of referral or one-stop centres; two were established in Afghanistan and in Rwanda. UNIFEM and UNFPA collaborated with the government and service providers to establish centres that also included investigation assistance for survivors of sexual and gender-based violence. Within the global protection cluster working group, UNICEF leads the child protection working group and co-leads, with UNFPA, the area of responsibility for gender-based violence.

50. Since sexual and gender-based violence remains an area of major vulnerability for girls and women, there has been considerable focus on ensuring protection from this specific form of violence. One of the pillars of UN Action focuses on the country level and includes strategic support to integrated United Nations missions and United Nations country teams to help them design comprehensive strategies to combat conflict-related sexual violence, in addition to efforts to strengthen capacity in Chad, the Democratic Republic of the Congo, Liberia and the Sudan, particularly in Darfur.

51. UNFPA has provided a range of services designed to provide protection as well as relief and recovery. Work has focused on health interventions, including advocacy to foster appropriate and timely responses to the needs of women and girls. In Botswana, UNFPA provided sexual and reproductive health services and HIV prevention kits to a clinic serving refugees. In Côte d'Ivoire, centres have been created to provide services to survivors of sexual and gender-based violence, and facilitate access to gynaecological services. In Indonesia, UNFPA supported the Aceh provincial planning and development agency in drafting a provincial action plan to address issues of women and peace and security. In Lebanon, UNFPA is involved in the capacity development of service providers for ensuring quality mental, psychosocial and reproductive health services to women in post-conflict communities. UNFPA also supported and strengthened the NGO and community-based organization referral systems to provide protection and legal advice for women survivors of violence. In Kosovo, UNFPA is working with the Ministry of Labour and Social Welfare to develop an advocacy strategy in support of government funding of shelters for women victims of domestic violence. Training has also been provided for health care providers in those shelters.

52. Working with governments to provide international protection for victims of gender-based violence and to find durable solutions for refugees and protect internally displaced persons, UNHCR provided guidance and training on gender

mainstreaming to enable staff to design empowerment strategies to support displaced women and ensure their improved protection. UNICEF finalized the inter-agency training package "Caring for Survivors" for multisectoral actors working with survivors of gender-based violence. In November 2009, the training package was endorsed by the Inter-Agency Standing Committee. A partnership among UNFPA, UNHCR and the International Rescue Committee has resulted in the development of a model Gender-based Violence Information Management System. This is now under consideration to become a possible model initiative to enhance evidence-based programming and improve coordination in the field. UNHCR also disseminated a handbook on the protection of women and girls and trained community decision-making committees, including displaced women, on the protection of women and girls.

53. Through its working group on women and peace and security, the United Nations Office for West Africa (UNOWA), which brings together the African Union, the Economic Community of West African States, the Mano River Union, the United Nations system and West African civil society organizations, synergy-driven activities and initiatives on resolution 1325 (2000) were carried out. Initiated by UNOWA and co-facilitated by UNIFEM, the working group met monthly to develop a joint annual workplan on protection-related activities to be implemented by its members. Through its Integrated Peacebuilding Office in the Central African Republic (BINUCA), the Department of Political Affairs carried out a study on sexual and gender-based violence which included a review of protection laws. A thematic gender-based violence and protection group was also created to update governmental bodies, the Parliament and civil society organizations on sexual and gender-based violence. In addition, a gender thematic group of United Nations entities held a workshop to address protection from sexual and gender-based violence, allowing for enhanced strategies among partners to protect vulnerable groups from and provide appropriate assistance to victims of sexual and gender-based violence.

Relief and Recovery

54. In the areas of relief and recovery, particular attention has been paid to issues related to unemployed women in the United Nations Policy for Post-Conflict Employment Creation, Income Generation and Reintegration. The policy was developed jointly by 20 entities and international financial institutions, and it aims to further a United Nations common approach to employment and reintegration support provided to post-conflict countries. For example, in order to increase the number of women benefiting from job creation programmes, the United Nations Relief and Works Agency for Palestine Refugees in the Near East has focused on an emergency job creation programme in the West Bank and Gaza. Nearly 40 per cent of the programme's labourers have been women, surpassing the target rate of female participation of 35 per cent.[5]

55. The International Labour Organization (ILO) devised an agency-wide action plan for gender equality for 2008-2009. In addition, it has produced multiple policy papers and reports on gender and employment in post-conflict societies. In 2009, ILO collaborated with UNDP and other United Nations entities to produce a policy paper on "Post-conflict employment creation, income generation and reintegration".

[5] See http://unispal.un.org/UNISPAL.NSF/0/29785A1F5159CAD085257719006C697B.

The report addresses gender equality as one of the issues that must guide the development of relief and recovery programmes and the "gendered challenges" to the creation of post-conflict employment programmes for women. Also in 2009, ILO, FAO and the International Fund for Agricultural Development collaborated on a three-day workshop on the theme "Gaps, trends and current research in gender dimensions of agricultural and rural employment: differentiated pathways out of poverty".

56. WHO has collaborated with UNFPA and NGOs to provide support for gender-sensitive training programmes for health-care professionals on specific issues pertaining to victims of sexual and gender-based violence. WHO has also collaborated with other agencies to develop training modules on the special needs of women, including victims of sexual and gender-based violence, in resettlement, reintegration and reconstruction in Burundi.

57. United Nations entities identified capacity development as the focus of many of the activities in the area of relief and recovery that they reported in the 2008-2009 System-wide Action Plan. In the Democratic Republic of the Congo, UNDP supported the leadership development and economic empowerment of women associated with or affected by the armed conflict. UNDP also supported community radio programming, sensitizing 50,000 women associated with or affected by the armed conflict, on gender issues. In Uganda, UNIFEM supported women's engagement in ensuring that the Peace and Reconstruction Development Plan for northern Uganda addresses women's specific needs. UNIFEM also produced a guidance note for post-conflict needs assessments, in collaboration with the World Bank, for use in improving analysis of and response to women's recovery needs. FAO reported carrying out capacity development activities for gender analysis in Asia at a regional training workshop within its emergency and rehabilitation programmes, including coordinators and local partners from 12 countries.

58. Transitional justice is a key component of societies' recovery after conflict. In this regard, UNIFEM has worked with the International Criminal Tribunal for Rwanda, truth commissions in Liberia, Sierra Leone, and currently in Solomon Islands, and commissions of inquiry concerning the crises in Kenya in 2007 and in Guinea in 2009, to ensure the integration of gender analysis and women's voices in the proceedings and outcomes of these mechanisms, and the confidentiality and protection of women survivors and witnesses.

Normative

59. A central element of activities under the normative pillar has been support for the development of national action plans by Member States. Entities have worked to try and strengthen the capacity of Member States to develop such action plans to guide the implementation of resolution 1325 (2000). In this respect, the Economic Commission for Africa (ECA) has assisted in the development of national action plans in its region. UNDP worked on country-level action plans formulated for multisectoral responses in 10 countries. UNIFEM assisted in the development of national action plans in Burundi and Georgia and also worked with the Office of the Special Adviser on Gender Issues and the International Research and Training Institute for the Advancement of Women (INSTRAW) to help Liberia refine the indicators for its national action plan in 2009. UNIFEM also worked with UNFPA to assist in the development of national action plans for Sierra Leone and Uganda.

60. In Nepal, UNFPA established close cooperation with the Government on the formulation of a national action plan with contributions from the Regional Centre for Peace and Disarmament in Asia and the Pacific, part of the Regional Disarmament Branch of the Office for Disarmament Affairs, and UNIFEM. In Indonesia, UNFPA worked with the Ministry of Women's Empowerment to develop a national action plan aimed at ensuring that conflict prevention, protection and participation efforts involve active and meaningful participation of women. INSTRAW developed a desk review of existing implementation mechanisms on resolution 1325 (2000) related to national action plans.

61. The United Nations Centre for Peace, Disarmament and Development in Latin American and the Caribbean, together with INSTRAW, issued a briefing package on the implementation of resolution 1325 (2000) in the Latin American and Caribbean region, as well as guidelines for elaborating and implementing national action plans to facilitate implementation of the resolution. The information further highlighted the specific needs of women and the obligation of States to increase women's participation at both the policy and operational levels in addressing armed violence in Latin America and the Caribbean.

62. In addition to the activities included in the 2008-2009 System-wide Action Plan, a number of more recent activities have addressed the implementation of various aspects of resolution 1325 (2000). In June and July 2010, the Department of Political Affairs, the Department of Peacekeeping Operations, UNDP and UNIFEM supported more than 20 dialogues on gender issues in peacebuilding between women's peace groups and senior United Nations leaders in several conflict-affected countries and territories. The Global Open Day for Women and Peace is aimed at furthering national dialogues on women and peace and security and improving the implementation of resolution 1325 (2000). In each location, the Global Open Day enabled women to share their priorities and concerns with the international community and provided a model for more regular dialogue between women of civil society and Special Representatives of the Secretary-General and Resident Coordinators, which should be a core peacebuilding practice. In some cases, this was the first time that women had the opportunity to articulate their vision for peace and security to in-country United Nations leadership, who in many cases responded with concrete, context-specific commitments, including a commitment to meet on a more regular basis. In those conversations, three common priorities were apparent: increased political empowerment of women and their engagement in public decision-making at every level of peacebuilding and governance; the creation of a safe and secure environment for women through gender-responsive security and justice sector reforms; and the allocation of greater financial resources to support women in all recovery processes.

63. Various tools and guidelines have been developed in 2010. The Office of the Special Adviser on Gender Issues and Advancement of Women, INSTRAW and International Alert (an independent peacebuilding organization) published the tool "Planning for action on women and peace and security: national-level implementation of resolution 1325 (2000)", (in print when the present report was prepared). The Inter-Agency Standing Committee Sub-Working Group on Gender launched an e-learning tool on gender in humanitarian action, which is based on the contents of the Gender Handbook. Another example is the Department of Peacekeeping Operations/Department of Field Support Guidelines for Integrating a Gender Perspective into the Work of the United Nations military in peacekeeping

operations, which was launched in March 2010. Also, in 2010, the Regional Disarmament Branch of the Office for Disarmament Affairs and the International Action Network on Small Arms jointly updated and issued guidelines on "Mainstreaming gender for the effective implementation of the United Nations Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms and Light Weapons in All Its Aspects". These guidelines are meant to assist not just United Nations entities, but all relevant practitioners, including Member States.

64. In January 2010, the Department of Political Affairs and UNIFEM initiated a Joint Strategy on Gender and Mediation in response to Security Council resolution 1889 (2009). The three-year strategy aims to identify and prepare qualified female mediators; increase the availability and quality of gender expertise in mediation processes, including to better address conflict-related sexual violence; and enhance women's participation in peace processes. With fund-raising efforts ongoing, the strategy was partially launched in April 2010 with the secondment of a UNIFEM gender expert to the Standby Team of Mediation Experts in the Mediation Support Unit of the Department of Political Affairs to provide technical assistance to mediation processes. Furthermore, in February 2010, the Mediation Support Unit launched a new roster of mediation experts, comprising a select pool of experts at senior mediator, operational level mediator and thematic expert levels, including experts on conflict-related sexual violence. Currently, 34 per cent of the roster experts are women, while two of the six members of the Standby Team of Mediation Experts are women.

65. The past year has also seen heightened activities by the Security Council and the United Nations to achieve coordination and bring sharper attention to the issue of women and peace and security in general and sexual violence in conflict, in particular. In response to Security Council resolution 1888 (2009), in 2009 the Secretary-General appointed a new Special Representative on Sexual Violence in Armed Conflict to bring greater focus to this challenging aspect of the area of women and peace and security.

66. The establishment in 2010 of a High-Level Steering Committee, chaired by the Deputy Secretary-General, to guide the commemoration of the tenth anniversary of resolution 1325 (2000) also seeks to help ignite a more intensified second decade of implementation of the resolution. However, the High-Level Steering Committee has recognized that the absence of a comprehensive framework to guide the implementation of the resolution in the next 10 years is a drawback and therefore requested that such a framework be prepared and presented to it for consideration. The need for a framework was also clearly recognized during the Security Council retreat in Alpbach, Austria, and the European Union Conference in Brussels, Belgium, both of which were held in September 2010.

67. An important contribution to developing guidelines and a framework for the further implementation of Security Council resolution 1325 (2000) is an action plan developed as part of the report of the Secretary-General on women's participation in peacebuilding, which was prepared in response to paragraph 19 of resolution 1889 (2009), and which will be submitted to the Council in October 2010. The report, prepared through a consultative process with the Peacebuilding Commission, Member States, stakeholders in countries emerging from conflict, practitioners in and beyond the United Nations system and civil society organizations, highlights systematic actions needed to enhance the participation of women in peacebuilding.

The report outlines a detailed seven point action plan to change practices among national and international actors and improve outcomes on the ground.

Activities by United Nations peacekeeping missions

68. The contributions of United Nations peacekeeping missions to the implementation of resolution 1325 (2000) are particularly noteworthy. As these missions are present in situations of conflict and their aftermath, they have often seized early opportunities to influence the implementation of resolution 1325 (2000) on the ground. Examples of the activities undertaken by these missions cover all the pillars of the System-wide Action Plan.

69. Peacekeeping missions have made targeted investments to support women's participation in political processes in post-conflict countries. These have included supporting gender-sensitive constitutional reform processes in Afghanistan and Burundi; supporting women's electoral registration and women political candidates in Afghanistan, Burundi, the Democratic Republic of the Congo, Haiti, Liberia and Timor-Leste. United Nations peacekeeping missions in Côte d'Ivoire, the Democratic Republic of the Congo and Liberia have worked with partners to support the efforts of Governments in those countries to develop national action plans for the implementation of resolution 1325 (2000). The United Nations Mission in Timor-Leste supported a partnership among Liberia, Ireland and Timor-Leste, which led to the greater understanding and knowledge of Security Council resolution 1325 (2000) in Timor-Leste. The Gender Unit in the United Nations Mission in Liberia (UNMIL) has extended this support to the development of the national gender policy and other sectoral policies, the integration of gender perspectives in the poverty reduction strategy, and training and capacity-building on gender sensitive monitoring to enhance national efforts to report on progress towards their gender equality commitments.

70. The Department of Peacekeeping Operations also provided support to Governments to enact laws protecting women's rights, including a law on sexual violence in the Democratic Republic of Congo, on rape in Liberia, on domestic violence in Timor-Leste and on inheritance rights in Sierra Leone. Support was also extended to women's organizations and women's lawyers groups working on sexual violence. As part of security sector reform, several peacekeeping missions have fostered the establishment of special units of national police forces to deal with sexual and gender-based violence, including in Liberia, Sierra Leone and Timor-Leste. Use of specific protection strategies, including increased patrols and joint protection teams to prevent sexual violence, have also been utilized in Darfur and in the Democratic Republic of the Congo.

71. To increase the representation of women peacekeepers, a number of investments have been made to date, including: the establishment of a Senior Leadership Appointments Section to facilitate female senior appointments; continuous outreach to Member States for senior female candidates and for uniformed peacekeeping personnel; the establishment of focal points for women at Headquarters and in all peacekeeping missions to promote gender balance and a gender-sensitive environment; policy dialogues with troop- and police-contributing countries to advocate and outline the operational requirements for female uniformed personnel.

72. The preceding review of progress in the implementation of Security Council resolution 1325 (2000) clearly indicates that a plethora of activities and of

increasing intensity has been initiated over the years, but also that those activities lack a clear direction or time-bound goals and targets that could accelerate implementation and ensure accountability. While these discrete activities may well have contributed to improvements in efforts to address the needs of women and girls in the context of armed conflict, evidence of their impact is inadequate. Nevertheless, the momentum that has been generated by these activities should not be overlooked. For the United Nations system, although the System-wide Action Plan was not successful in achieving coordination and coherence in activities, it did illuminate the fragmentation in implementation efforts, the elimination of which requires the attention of the United Nations system and the Security Council.

73. The recognition that a clear and systematic vision and mission were missing and that it had not been possible to assess progress in implementation over the past 10 years contributed to discussions within the United Nations system about the way forward and about the appropriate indicators with which to measure progress. This resulted in the adoption by the Security Council of resolution 1889 (2009) and a call for appropriate indicators to measure progress. In light of this, a recent request from the High-Level Steering Committee on the tenth anniversary of resolution 1325 (2000), the proposal by the Secretary-General of a seven-point agenda for action in his forthcoming report on women's participation in peacebuilding, and appeals made during the Security Council retreat held in Alpbach, Austria, in September 2010 for a framework to guide implementation and ensure accountability, must be considered with utmost urgency. A few goals and targets for each pillar, with associated indicators, could form the basis for an invigorated and more coherent approach to implementing resolution 1325 (2000) in the next decade.

III. Processes by which the Security Council receives, analyses and takes action on information pertinent to resolution 1325 (2000)

74. The effectiveness with which the Security Council processes and takes action on information pertinent to the implementation of resolution 1325 (2000) can contribute to improving implementation of the resolution. The commitment of the Council, as well as the efficiency and effectiveness with which information is processed by the Council, will be particularly needed in view of the many recommendations being put forward for strengthening the monitoring of and ensuring accountability for the implementation of resolution 1325 (2000).

75. The Security Council receives information pertinent to the implementation of resolution 1325 (2000) primarily from reports of the Secretary-General, which provide not only information but also analysis of issues and recommendations on the way forward. Since 2000, the Secretary-General has submitted to the Council eight annual reports on the implementation of Security Council resolution 1325 (2000) on women and peace and security, and in 2002 he also submitted to the Council a study on women, peace and security.[6] Every year, the Secretary-General

[6] *Women, Peace and Security. Study submitted by the Secretary-General pursuant to Security Council resolution 1325 (2000)* (the impact of armed conflict on women and girls), United Nations publication, Sales No. E.03.IV.1 (2002), a summary of which was submitted in a report of the Secretary-General on women, peace and security to the Security Council (S/2002/1154).

also presents to the Council a number of country reports and thematic reports related to the implementation of other resolutions on peace and security issues.

76. The Security Council also receives information on issues of women and peace and security through its open debates and Arria formula meetings and during country visits by Council members, including meetings with women's organizations in those countries. Since 2000, the Council has held 10 open debates at which progress and challenges in the implementation of resolution 1325 (2000) were discussed. The outcomes of the open debates are interlinked and mutually reinforcing, and they have reflected the evolution of the international agenda on women and peace and security. Since 2000, Arria formula meetings have taken place, focusing on aspects of the agenda of women and peace and security — with regard to the last four, two of them were organized by the Permanent Mission of the United Kingdom of Great Britain and Northern Ireland to the United Nations (2008 and 2009) to systematically address conflict-related sexual violence and the role of peacekeepers in combating sexual violence, one organized by France in 2007 focused on the situation of women in armed conflict in Africa; and another organized by Denmark was to discuss women's participation in peace processes and challenges in implementing resolution 1325 (2000) within the United Nations system and at the regional and national levels.

77. Although the approach is sometimes ad hoc in terms of both what gets addressed and when, the Security Council has sought to meet with women's groups and other civil society organizations in order to access information on the situation of women and girls during its country visits, including its mission to the Democratic Republic of the Congo (2010); Rwanda, the Democratic Republic of the Congo and Liberia (2009); and Haiti (2009). For example, in its mission to the Democratic Republic of the Congo in 2009, the Council discussed with a number of individuals, including the Minister of Justice, the measures taken by the Government to address the issue of sexual violence, including a zero-tolerance policy. Council members travelled to the Kiwanja camp for internally displaced persons where they met with local authorities, internally displaced persons and staff of the United Nations Organization Mission in the Democratic Republic of the Congo. Council members also met with survivors of sexual violence at the HEAL Africa hospital in Goma (see S/2009/303).

78. A primary mode of taking action on the information the Council receives is through pronouncements on issues related to peace and security. These have increasingly, but not adequately, addressed the needs of women. For example, during the first half of 2010, the President of the Security Council made 15 statements, out of which only 7 included references to the situation of women or gender issues. The Council has also considered issues related to women and peace and security in 13 out of the 28 resolutions (46.4 per cent) adopted in the first semester of 2010. In some cases, the Council reaffirms its resolutions on women and peace and security 1325 (2000), 1820 (2008), 1888 (2009) and 1889 (2009); and in some others, the Council links the issue of women and peace and security to other resolutions of interest, for example, 1502 (2003) on the protection of humanitarian and United Nations personnel, and 1674 (2006) and 1894 (2009) on the protection of civilians in armed conflict. In addition, in its discussions, Council members have increasingly recognized the interrelationship between gender perspectives and other thematic issues before the Council, such as children in armed conflict, protection of civilians, conflict prevention, the rule of law and transitional justice.

79. The Security Council has stressed the importance of strengthening the responsiveness of the security sector to the specific needs of women. For example, this mandate was implicitly included in Security Council resolution 1912 (2010) on the situation of Timor-Leste. Similarly, in its resolution 1917 (2010), renewing the mandate of the United Nations Assistance Mission in Afghanistan, the Council recognized the critical importance of monitoring and coordination of efforts to protect civilians and support wider human rights, in particular the rights of women and children.

80. The Security Council has increasingly integrated the considerations of women and peace and security issues in other resolutions. In its resolution 1906 (2009) on the Democratic Republic of the Congo, for example, the Council demanded that all armed groups, in particular the Forces Démocratiques de Libération du Rwanda and the Lord's Resistance Army immediately cease all forms of violence and human rights abuse against the civilian population in the Democratic Republic of the Congo, in particular gender-based violence, including rape and other forms of sexual abuse. In its resolution 1892 (2009) on the extension of the mandate of the United Nations Stabilization Mission in Haiti (MINUSTAH), the Security Council strongly condemned the grave violations against children affected by armed violence, as well as the widespread rape and other sexual abuse of women and girls, and requested MINUSTAH and the United Nations country team, in close cooperation with the Government, to continue to promote and protect the rights of women and children as set out in Security Council resolutions 1325 (2000), 1612 (2005), 1820 (2008), 1882 (2009), 1888 (2009) and 1889 (2009). With respect to the situation in Côte d'Ivoire, in its resolution 1865 (2009), the Security Council called upon all Ivorian parties to take appropriate measures to prevent and protect civilians from all forms of sexual violence, which could include, inter alia, enforcing appropriate military disciplinary measures, upholding the principle of command responsibility and training troops on the categorical prohibition of all forms of sexual violence.

81. Various factors constrain the ability of the Security Council to take action on information pertinent to resolution 1325 (2000), including the fact that securing lasting peace and security requires commitment and ownership of decisions by Member States as well as all parties to armed conflict.

82. A review of the recommendations made by the Secretary-General in his first report on the implementation of resolution 1325 (2000) (S/2002/1154) pointed to a delay in action in a number of critical areas, and possibly reflects the difficulty in reaching consensus for action. Those recommendations included a number of actions that were as relevant then as they are today. Without the consensus of Member States, progress in implementing resolution 1325 (2000), and especially in ensuring accountability, will be limited.

83. Whereas the first action recommended to "recognize the extent of the violations of the human rights of women and girls during armed conflict and ensure that awareness of these violations is a factor in planning and implementation of all peace support operations", is being consistently implemented, efforts to ensure the "full involvement of women in negotiations of peace agreements at national and international levels, including through the provision of training for women and women's organizations on formal peace processes" are yet to gain ground.

84. Similarly, the recommendation made by the Secretary-General to the Security Council in the same report, to require that "data collected in research, assessments and appraisals, monitoring and evaluation and reporting on peace operations is systematically disaggregated by sex and age and that specific data on the situation of women and girls and the impact of interventions on them is provided" has yet to be fully realized. These data will be essential to the implementation of indicators called for in resolution 1889 (2009) to monitor the global implementation of resolution 1325 (2000).

85. As noted by the Special Representative of the Secretary-General on Sexual Violence in Conflict when she addressed the Security Council during its meeting on 27 April 2010, "to go on the offensive against sexual violence will require the Council's continuous consideration. Bold language in thematic resolutions must not be lost in translation when it comes to country-level action".

86. A second constraint for the Security Council is the lack of an established method to ensure that issues related to women and peace and security are addressed regularly in every relevant item on the Council's agenda.

87. A further constraint is the absence of regularly updated information on issues of concern or violations of the women and peace and security agenda, as well as an agreed set of appropriate actions to take in relation to these matters.

88. A particularly difficult area in which the Security Council receives and processes information is that of sexual violence in conflict. Such information reaches the Security Council through peacekeeping missions, but also through media reports, as was the case with the recent rape of over 300 civilians in the Democratic Republic of the Congo, the vast majority of which were women and girls. While the Council condemns such acts, it has not yet applied firmer measures, such as calling for sanctions and holding Member States accountable, where applicable.

89. In order for the Security Council to have a more significant impact on the implementation of resolution 1325 (2000), it should use all tools at its disposal to receive and process information. These tools include Security Council missions, with terms of reference that systematically address issues related to women and peace and security, and formal and informal briefings from civil society, including Arria formula meetings. The Council could also request assessments and/or deployment of teams of experts, where applicable, to assess national capacity to halt increasing violence aimed at civilians or to investigate and recommend actions where there have been violations of international law, especially sexual and gender-based violence. Further, commissions of inquiry could be deployed to investigate and recommend action regarding violations of international law. The Council could also issue regular statements to the media to draw attention to specific issues related to women and peace and security, with a view to stimulating national and international discussion and momentum for action.

Data on the participation of women in United Nations missions

90. The Security Council has consistently called upon the Secretary-General to appoint more women to pursue good offices on his behalf, particularly as Special Representatives and Special Envoys (see S/PRST/2008/39). In 2008, only one peacekeeping mission was led by a female Special Representative, with seven

peacekeeping and special political missions having female Deputy Special Representatives. As of December 2009, three missions were led by female Special Representatives (BINUCA, UNMIL and the United Nations Mission in Nepal), and eight peacekeeping and special political missions have women as Deputy Special Representatives (United Nations Integrated Office in Burundi, United Nations Mission in the Central African Republic and Chad, United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), MINUSTAH, United Nations Assistance Mission for Iraq, United Nations Special Coordinator for Lebanon, UNMIL and the United Nations Mission in the Sudan). In addition, three women have been nominated as Special Envoys, and five others are Special Representatives of the Secretary-General.

91. There are currently nearly 13,000 United Nations police, of whom more than 8 per cent are women. In March 2010, the Secretary-General appointed a female police officer from Sweden as the top United Nations police official. One of her priorities is to implement a "global effort", endorsed by the Secretary-General, to increase the participation of female police officers to 20 per cent by 2014. In 2010, women comprised 3.2 per cent of total military personnel deployed to peacekeeping.[7] According to the Department of Peacekeeping Operations, the total number of United Nations field mission international civilian staff at the Professional level is 2,939, out of which 29.5 per cent are women. At the D-1 level and above, women's representation is 15.8 per cent.

92. In 2000, only two gender advisers were assigned to peacekeeping operations (see S/2004/814, para. 31). Since then, the Department of Peacekeeping Operations and the Department of Political Affairs have deployed gender advisers to 13 of the 34 peacekeeping and special political missions in 2009. Six peacekeeping missions have a gender focal point who covers the gender portfolio in addition to other tasks. These advisers have been instrumental in ensuring that gender perspectives are incorporated into the work of the missions.

IV. Review of the implementation of the 2008-2009 System-wide Action Plan

Background

93. In the statement by the President of the Security Council of 28 October 2004 (S/PRST/2004/40), the Council called on the Secretary-General to develop a United Nations System-wide Action Plan on the implementation of resolution 1325 (2000).

94. The development of the first United Nations System-wide Action Plan covering the period 2005-2007 was coordinated by the Office of the Special Adviser on Gender Issues and Empowerment of Women with the Inter-Agency Task Force on Women and Peace and Security. As requested by the Security Council, the Office of the Special Adviser undertook two reviews of the implementation of that System-wide Action Plan, which were presented to the Security Council by the Secretary-General in reports in 2006 and 2007 (S/2006/770 and S/2007/567), after which a decision was made to strengthen the System-wide Action Plan for 2008-2009.

[7] Department of Peacekeeping Operations, Gender Statistics by Mission for the month of August 2010.

95. Specifically, the recommendation was to reconceptualize the System-wide Action Plan for 2008-2009 as a results-based programming, monitoring and reporting tool. It called for specific actions to be undertaken, including the following:

(a) Use the information contained in the action plan to develop an electronic databank knowledge and information management system, through which United Nations entities can record progress, good practice and lessons learned;

(b) Working through the Inter-Agency Task Force on Women and Peace and Security, start the preparation of a new focused action plan (for 2008-2009), which should be a tool for a holistic and coherent United Nations strategy that fully takes into account synergies within the United Nations system;

(c) Develop or strengthen an accountability framework and mechanisms at all levels of implementation, in particular individual accountability of senior management both at the Headquarters and country levels;

(d) Hold accountable those heads of entities, special representatives and envoys of the Secretary-General who are responsible for mainstreaming a gender perspective into policies and programmes and the full implementation of resolution 1325 (2000);

(e) Clearly articulate the roles and specific complementarities of various entities in implementing the resolution;

(f) Define a common set of goals, system-wide standards and indicators for measuring progress and success within the specified time frame;

(g) Establish systematic monitoring and reporting procedures that would guarantee the enhanced accountability for the implementation of the commitments undertaken.

96. The development of the 2008-2009 System-wide Action Plan and a template for reporting were coordinated by the Office of the Special Adviser within the Inter-Agency Task Force on Women and Peace and Security, using the services of consultants. It entailed the elaboration of a framework, a survey of activities planned for the period 2008-2009 within existing programmes and projects covering 32 entities and built on the existing inter-agency task force for coordination. The System-wide Action Plan focused particularly on the collation and reporting of activities rather than on an assessment of performance and effective use of resources.

97. The overarching goal of the 2008-2009 System-wide Action Plan was to develop the capacity of United Nations peace support, humanitarian and post-conflict reconstruction operations so that they could support the efforts of Member States in strengthening national capacity to achieve gender equality and women's empowerment in peace and security areas consistent with national priorities and the international gender equality norms and policies set out in resolution 1325 (2000). Given that the System-wide Action Plan, as designed, focused more on the collation and reporting of activities rather than an assessment of performance and effective use of resources, it is evident that this goal may have been overambitious.

98. In accordance with the statement by President of the Security Council of 23 October 2007 (S/PRST/2007/5), an evaluation of the 2008-2009 System-wide Action Plan was commissioned by the Office of the Special Adviser in June 2010.

The evaluation of the plan was based on responses by entities to a request by the Office of the Special Adviser in January 2010 for updated information on gaps in their initial submissions (e.g., budgets), reasons for not carrying out any planned activities and any new activities; on individual interviews with Member States, United Nations entities, NGOs, academics, researchers and other experts; and on a review of reports of the Secretary-General, Security Council debates, background literature and papers on results of the implementation of the resolution at the country level, including in relation to national action plans.

Effectiveness of the System-wide Action Plan

99. The 2008-2009 System-wide Action Plan contributed partially to coordinating the work of the United Nations system on women and peace and security by providing the system with opportunities to achieve results under five common reporting areas or pillars. The development of the System-wide Action Plan relied heavily on input received by United Nations entities and the challenging task of organizing almost 1,000 activities by United Nations entities in one planning document. The System-wide Action Plan encouraged United Nations entities to provide a baseline for data, addressed the need to specify and track resources dedicated to the implementation of resolution 1325 (2000), and reinforced the importance of linking efforts among Member States, civil society and the United Nations.

100. The evaluation found that the System-wide Action Plan performed better than many parts of the United Nations system in terms of strengthening results-based management. For the first time the United Nations system could attempt to assess, if approximately, where the main efforts were directed and the areas of focus in relation to women and peace and security issues. However, in the evaluation, and as noted earlier, most respondents noted that the System-wide Action Plan was a listing of activities, rather than a planning tool aimed at effectively coordinating the work of the United Nations system in relation to resolution 1325 (2000). In addition, most submissions to the System-wide Action Plan from United Nations entities (four in five) were incomplete, perhaps reflecting limited time and personnel resources dedicated to the implementation of resolution 1325 (2000).

101. If the System-wide Action Plan was to be mainly a strategic planning tool — an extremely challenging task on its own — there were inadequate resources and staffing within the Office of the Special Adviser, which held responsibility for maintaining and coordinating it. A high level of planning and reporting is required to organize the copious reported activities which the United Nations carries out on women, peace and security that are reflected in the System-wide Action Plan. The challenge was to elevate the process from one of reporting to one of strategic planning, but these efforts were hindered by multiple factors. Primarily, the limitations of the reporting and monitoring mechanism and the complexity of inter-agency collaboration and coordination involving 32 United Nations entities working from both normative and operational mandates required an investment in coordination, management and monitoring that was fraught with logistical difficulties. Even a well-resourced unit with staff with strategic planning expertise would have found it challenging to turn the System-wide Action Plan into a strategic planning tool.

102. The continuous flow of information from country and regional offices regarding innovative approaches, lessons learned and persistent challenges would

have greatly enriched the System-wide Action Plan. At present, the view appears to be that the System-wide Action Plan is not a "living" document. Of even greater importance is that a wider consultation for the development of the System-wide Action Plan might have drawn attention to weaknesses in its design as a tool for organizing and coordinating activities to implement resolution 1325 (2000). The need for an adequate monitoring and reporting framework, together with clear avenues for coordination and communication with country and regional offices, are major gaps that need to be rectified.

103. The System-wide Action Plan faced a number of problems in implementation and coordination. The United Nations system underinvested in its implementation, probably as a result of lack of identification of its potential benefits, thus contributing to its limited achievements. Both within the Office of the Special Adviser on Gender Issues and Advancement of Women and in the constituent entities of the Inter-Agency Task Force on Women and Peace and Security, the human resources available to work on the activities listed in the System-wide Action Plan were not adequate. In the Office of the Special Adviser on Gender Issues and Advancement of Women, only one staff member was dedicated to work on all issues related to women and peace and security.

104. The System-wide Action Plan also had design and development weaknesses. It was intended to shift from a project to programme level, and, in order to do so, it was organized around five thematic areas of prevention, protection, participation, relief and recovery, and normative, which were introduced in a new project-entry template. Despite the fact that United Nations entities were requested to report on data which included expected results, indicators, baselines, cross-cutting themes, and even planned budget allocations, the information reported and made available was not consistent, which limited the possibilities of systematic analysis of this information. This, together with the lack of methods for results verification and for the development of system-performance assessment as a whole, made it challenging for the System-wide Action Plan to become a system tool.

105. The format of the template for the System-wide Action Plan does not encourage coordination, because it concentrates on the work of individual entities. Although the template included a section for noting partnerships, the format is not conducive to reporting on joint work or activities. Respondents also noted disconnection between members of the Task Force and those in the field who provide information for the System-wide Action Plan.

106. For these reasons, the 2008-2009 System-wide Action Plan has clearly not achieved coordination of the many initiatives in the United Nations system. It has served better as a way to collate activities. Despite this, almost all respondents were in favour of retaining the System-wide Action Plan.

107. Although the System-wide Action Plan was not successful in its stated purpose, it did illuminate the fragmentation in the United Nations system's efforts to implement resolution 1325 (2000). Had the System-wide Action Plan not been implemented and evaluated, the United Nations system may not have had the means to discover the critical need for a more cohesive framework for implementation in the future. The System-wide Action Plan, therefore, has illustrated the need for a more holistic and coherent United Nations strategy.

108. To turn the System-wide Action Plan into a strategic planning tool would require redesign and extensive consultation to determine relevant inputs and templates. It will also require the appropriate expertise to ensure that the design weaknesses of the existing System-wide Action Plan are addressed. There is also a need for commitment on the part of entities, not only to provide information on planned activities, but also to update them with objective assessments of their results. Lessons learned and best practices identified in the planning and development of past System-wide Action Plans should also be taken into account.

109. Further, if a new System-wide Action Plan is to have an impact at the country level, then there is a need for more iterative planning and consultation involving country and regional offices in its design, direction, purpose and content. For some entities, planning is done at the country level, so it might be possible to introduce a planning and reporting process through the United Nations country teams and United Nations Development Assistance Framework. Respondents noted that country-level staff would benefit greatly from receiving a practical overview of global activities and policy directions on how resolution 1325 (2000) is to be interpreted and implemented. Similarly, the revised plan should be enriched by information received from country-level reporting on innovative approaches, lessons learned and persistent challenges.

110. Any new iteration of the System-wide Action Plan should also be guided by technical exercise to determine short-term and long-term goals that require operational and normative attention. The methods and approaches that have been most effective should be emulated. It would also be necessary to ascertain whether the thematic areas presently in use are still valid as well as to better align the System-wide Action Plan with an agreed set of goals and priorities for the coming decade. The System-wide Action Plan would also need to be closely linked to the outcome of the work on indicators, which is reported on in section V below.

V. Indicators for the implementation of resolution 1325 (2000)

Background

111. During its open debate in 2009, the Security Council adopted resolution 1889 (2009) on women and peace and security, calling for the development of indicators to measure progress on the implementation of its resolution 1325 (2000). In response, the Secretary-General submitted a report to the Council on 6 April 2010 for its consideration (S/2010/173). This report was the culmination of an inter-agency technical exercise and a consultation process involving Member States and civil society. In it, the Secretary-General proposed a set of 26 indicators for use at the global level to track the implementation of resolution 1325 (2000).

112. During its open debate on women and peace and security, held on 27 April 2010, the Security Council took note of the indicators contained in the report of the Secretary-General and requested him to continue to consult with the Council, taking into account the views expressed by other relevant stakeholders, including broader membership, to develop the indicators further and to include in the present report a comprehensive set of indicators as well as a programme of work containing roles and responsibilities vis-à-vis the indicators within the United Nations system and a time frame to render the indicators operational (see S/PRST/2010/8).

Consultation process

113. A number of consultations were held from May to July 2010 with regional groups and individual Member States, with a view to receiving their inputs to guide the further development of the indicators. Regular consultations were also held with Security Council experts. In general, the concerns of Member States and inputs covered issues related to the applicability of the indicators for non-conflict contexts; responsibility of Member States for populating the indicators; the need to address qualitative as well as quantitative indicators; and the need to ensure that all aspects of resolution 1325 (2000) were addressed. In addition, various Member States articulated concerns about specific indicators and asked for further clarification on their conceptual foundations.

114. The technical review and development of the 26 indicators was carried out by the Technical Working Group on Global Indicators for resolution 1325 (2000), and the effort was coordinated by the Office of the Special Adviser on Gender Issues and Advancement of Women and UNIFEM.

Comprehensive set of indicators

115. The set of indicators set out in the annex to the present report represents the final set resulting from the technical development and the consultation process. The revised indicators reflect clearer definitions and descriptions of variables involved. The scope of some indicators was narrowed down or simplified to enhance their measurability.

116. With regard to their applicability, while most of the indicators relate specifically to situations with armed conflict, many are applicable across all contexts where they can be used for early detection of gender-specific concerns in armed conflict situations and to guide the efforts of the United Nations in monitoring progress in implementing resolution 1325 (2000).

117. Accompanying descriptions and special considerations have been provided. In addition, the last four columns of the annex attempt to link the indicators to relevant paragraphs of the other Security Council resolutions on women and peace and security, namely, 1820 (2008), 1888 (2009) and 1889 (2009). Context-specific issues to be addressed are included in column four.

118. One third of the revised indicators are qualitative and will be based on systematic reporting parameters, drawing largely on existing public documents. Another third are quantitative and are derived mostly from specific reports (peace processes, women in regional organizations, but also specific programme activities such as training and reparations). The remaining indicators will draw information from existing systems (Millennium Development Goal database, financial tracking systems with gender markers and women in the justice and security sectors). Two indicators will be survey-based.

119. Given the limited time that was available for the technical development of the indicators and the complexity of the process, aspects of the work will require further attention. For example, all indicators will need:

(a) A method for data collection and collation, to be developed by the responsible United Nations entity or entities;

(b) A means of verification for all data;

(c) A reporting template. These templates will need to consider and address the specific type of indicator (i.e., quantitative, qualitative), their sources of information (i.e., publicly available documents, existing databases, specific data requested), as well as the specific categories for analysis, in the case of qualitative indicators.

120. With respect to a possible timeline, the development of each indicator will require the following:

(a) A preparation period for methodological development, elaboration of guidance for data collection and analysis, and agreement on a reporting template. This period is expected to last between 12 and 18 months for indicators to be reported by United Nations entities. There are two exceptions: indicator 1 (b), on patterns of sexual violence, which are linked to the reporting process that is under development for Security Council resolution 1888 (2009); and indicator 24 on funding for gender issues, which is linked to implementation of gender marker systems. Preparation of indicators to be reported by Member States will begin approximately one year later to allow for adequate planning at the national level, as well as for the provision of assistance by the United Nations, as needed. Once initiated, it is expected that at least 12 months of preparation would be needed. The exceptions are the survey-based indicators, which will require a longer preparation period of 36 to 48 months.

(b) A period for the development of data collection procedures. A baseline will be created for each indicator, building on past data where available. This period is expected to last up to 24 months. During this period, it will be essential to provide support to Member States, as needed, to engage with national statistical offices and to work through the United Nations Statistical Commission, as needed.

121. According to this implementation plan, 18 indicators could be ready for reporting within 18 months. The entire set, excluding the two survey-based indicators, could be fully operational within 36 months, resources permitting.

Roles and responsibilities

122. It is proposed that 20 of the proposed indicators be reported by the United Nations system. Specific entities have committed to collecting baselines and reporting progress on an annual basis against those indicators, technical and human resources permitting. It is proposed that the other indicators be reported mainly by Member States.

123. Responsibilities for providing data inputs cluster into four groups, as follows:

United Nations entities:

(a) Individual reporting by specialized units at the Headquarters level. The method for data collection/collation will vary for each indicator and could include reports received from field offices or analysis of existing documents;

(b) Central reporting on implementation of the gender marker in financial tracking systems. Indicators 23 and 24 will be based on existing financial tracking systems that implement gender marker procedures. The method for data collection will be defined by each of the reporting entities, building on the implementation of their existing gender marker system;

(c) Individual or joint reporting on specific field programmes. These indicators will be based on information on programmes and projects managed by United Nations entities, specifically in the areas of early/quick-impact economic recovery, reparations, and demobilization, disarmament and reintegration processes (indicators 18 and 26 (a) and (b)). Information could be received either from inter-agency coordination groups at the country level reporting jointly, or from United Nations entities at the Headquarters level, drawing on inputs from their own field offices;

Member States:

(d) Voluntary inputs from Member States will be requested from missions (indicators 1 (a), 5 (b), 14, 15, 16, 17, 19, 20). A suggested template for reporting and accompanying guidance will be developed in consultation with Member States. Relevant United Nations entities will offer technical and financial support to Member States, including capacity development, where possible and as requested. Two indicators require development of survey instruments (1 (a) and 14), for which specific technical and financial support will be required.

124. It is clear that there will be a critical need for a focal point to coordinate and report on the indicators that United Nations entities and Member States generate. The newly established United Nations Entity for Gender Equality and the Empowerment of Women (UN Women) would undoubtedly play a key role in this regard.

VI. Conclusions and recommendations

125. The present report clearly demonstrates that since the adoption of resolution 1325 (2000), the United Nations system, Member States, civil society and other actors have made notable efforts implementing a large number of activities in a broad range of areas.

126. The review indicates, in particular, that there is a growing participation of women in decision-making roles and in peacekeeping operations; there has been an increase in appointments of women as Special Representatives and Deputy Special Representatives of the Secretary-General; gender has become a more important feature of mission planning, reporting and assessment; post-conflict planning frameworks and tools have been developed; there is greater awareness of, as well as an increased focus on, addressing sexual violence in conflict. Civil society organizations, in particular, have played a key role in keeping critical issues on the development agenda and providing direct support to women peacemakers in conflict areas. Nevertheless, progress in these areas has not always been consistent.

127. A key constraint to implementation has been the absence of a single coherent and coordinated approach, guided by a clear framework with concrete and specific goals and targets, and supported by a meaningful set of indicators to track progress. Although a System-wide Action Plan was developed to bring greater coherence to the work of the United Nations on women and peace and security, the performance of the System-wide Action Plan has fallen short of expectations. An overarching framework to set strategic system-wide priorities and to ensure coherence is therefore needed.

128. A further constraint in implementation relates to the process by which the Security Council receives and acts on information. This process should become more systematic and entail regular consultation with women's organizations as well as survivors of crimes and human rights abuses in situations of armed conflict.

129. Continued attention and support is required to ensure the meaningful participation of women at all stages of the peace processes and the integration of a gender perspective into justice and security sector reform, disarmament, demobilization and reintegration processes and economic recovery. Prevailing stereotypes that lead to the exclusion of women from peacebuilding processes must be addressed.

130. Given the urgency of the challenge and the formidable obstacles to be overcome, the Security Council may wish to consider a range of initiatives and interventions to ensure a more effective implementation of resolution 1325 (2000).

131. In particular, the Security Council may wish to:

(a) Request the Secretary-General to provide in his next annual report to the Council a single comprehensive framework consisting of an agreed set of goals, targets and indicators to guide the implementation of the resolution in the next decade. The Council, in that regard, could convene a review or summit at the ministerial level every five years to: (1) assess progress at the global, regional and national levels in implementing the goals and reaching the set targets; (2) renew commitments; and (3) address obstacles and constraints that have emerged in implementation. The development of this framework would build on the comprehensive set of indicators presented in the present report, the related agreed goals contained in the report of the Secretary-General of 6 April 2010 (S/2010/173), the seven-point action plan set out in the forthcoming report of the Secretary-General on women's participation in peacebuilding, and the outputs of any other similar processes, including for resolutions 1820 (2008) and 1888 (2009);

(b) Endorse the indicators contained in the annex to the present report as a preliminary set for use in the preparation of this framework and also as part of the overall monitoring of global and national implementation of resolution 1325 (2000);

(c) Request the Secretary-General to elaborate the guidance for data collection and analysis, as well as the reporting template, in accordance with paragraph 120 of the present report, and to report on the outcome of this process in his annual report to the Council in 2011;

(d) Adopt, and begin to use, the set of indicators contained in the present report as a basis for the Council's review, analysis and intervention on issues related to women and peace and security at both the global and country levels;

(e) Take leadership in all issues encompassed under resolutions 1325 (2000), 1820 (2008), 1888 (2009) and 1889 (2009) to ensure that they are fully and consistently reflected and integrated in the Council's agenda;

(f) Urge Member States to use, as appropriate in their regular reporting to the Council on progress in implementing resolution 1325 (2000), the indicators contained in the present report;

(g) Call on all Member States which have not already done so to adopt national action plans or strategies for the implementation of resolution 1325 (2000), taking advantage of the set of indicators contained in the annex to the present report;

(h) Reiterate its request to the Secretary-General to ensure that all country and thematic reports submitted to the Council address issues related to women and peace and security; and request that those reports use, as appropriate, the comprehensive set of indicators set out in the present report;

(i) Establish a working group dedicated to reviewing progress in the implementation of resolution 1325 (2000) on the basis of the annual reports of the Secretary-General, which would make recommendations to the Council on how to address gaps and challenges and accelerate progress in implementing the resolution.

132. Request that the Special Representatives of the Secretary-General, where appropriate, bring to the attention of non-State actors, the provisions of resolution 1325 (2000) and any other relevant decisions of the Council with a view to ensuring appropriate follow-up on their part.

133. The Security Council may wish to instruct that those who abuse women and girls and violate their human rights in conflict and post-conflict situations, including those who commission them, should be brought to justice in accordance with national laws, international law and international humanitarian law. The Council itself should remain vigilant and relentless in bringing pressure to bear on perpetrators and their supporters.

134. The Secretary-General reiterates his own commitment to supporting the accelerated and full implementation of resolution 1325 (2000), in particular, through ensuring that the entire United Nations system, including the newly established United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), delivers on its responsibilities and mandates in a more coordinated, streamlined and effective manner.

Annex

Comprehensive set of indicators

Prevention

Goal Prevention of all forms of violence against women, particularly sexual and gender-based violence

No.	*Type*	*Designation*	*Description*	*Context-specific issues to address in supporting narrative*	*Operational paragraphs in Security Council resolutions*			
					1325 (2000)	*1820 (2008)*	*1888 (2009)*	*1889 (2009)*
1 (a)	QN/s	Prevalence of sexual violence Responsibility: Member State	Number of people who have ever been a victim of sexual violence X 100 / Total size of relevant population • Definition sexual violence based on Rome Statute • Rapid increases in prevalence can evidence grave breaches of international humanitarian law and can serve as early warning to conflict	(a) Nature of the conflict and known use of sexual violence for military/political ends (b) Ethical and confidentiality arrangements for survey (c) Frequency of attacks or reoccurrence against same victims	9, 10	1, 2, 3, 4	1, 2, 3, 24	2
1 (b)	QL/r	Patterns of sexual violence in conflict and post-conflict situations Responsibility: OSRSG-SVC	Report on: • Types of violations • Type of perpetrator • Specific groups affected (ethnicity, geographical location, age) Patterns evidence variations in the intent of attacks, the profile of perpetrators, and the impact. These variations can explain the difference between isolated criminal incidents and organized tactics of war	(a) Nature of the conflict and known use of sexual violence for military/political ends (b) Changes in effectiveness of police and judiciary in combating impunity and creating a deterrent effect (c) Context of the violation(s) (i.e., location, ethnic/age profile of victims)				

Goal **Operational gender-responsive systems in place to monitor, report and respond on violations of women's and girls' rights during conflict, ceasefires, peace negotiations and after conflict**

No.	*Type*	*Designation*	*Description*	*Context-specific issues to address in supporting narrative*	*Operational paragraphs in Security Council resolutions*			
					1325 (2000)	*1820 (2008)*	*1888 (2009)*	*1889 (2009)*
2	QL/c	Extent to which United Nations peacekeeping and special political missions include information on violations of women's and girls' human rights in their periodic reporting to the Security Council Responsibility: DPA, DPKO/UN Women	Text of recommendations section to report on: • Types of measures (proposed v. implemented)	(a) Extracted text illustrating situations identified and scope of reporting (b) Links between situation analysis and recommendations (c) Extent to which past recommendations are followed up (d) Extent to which gender advisers' reports are incorporated into official reporting	5, 17	15	24, 25	5
3 (a)	QL/r	Extent to which violations of women's and girls' human rights are reported, referred and investigated by human rights bodies Responsibility: OHCHR	Report on: • Number and types of cases reported, referred and investigated • Account of actions taken/recommended to address violations Human rights bodies: • Treaty bodies (CEDAW, CRC, CERD HCR, CESCR) • Special Procedures, including complaints mechanisms of the Human Rights Council	(a) Assessments made by United Nations human rights mechanisms (b) Extent to which women's organizations are contributing information to Human Rights bodies	9, 11	4	6, 7, 8 (a)	3
3 (b)	QN/r	Number and percentage share of women in governance bodies of national human right bodies Responsibility: OHCHR	Number of women nominated as Commissioners in national human right bodies / Total number of Commissioners in national human right bodies Number of women appointed director in national human right bodies / Total Number of national human right bodies • Commissioners: Commissioner General or members of the Board of Commissioners • Director: Director General of the national institution	(a) Assessments made by the international and regional coordinating bodies of national human right bodies (b) Extent to which women's rights are addressed by national human right bodies	1, 2, 8	4, 12	16	1

No.	Type	Designation	Description	Context-specific issues to address in supporting narrative	Operational paragraphs in Security Council resolutions			
					1325 (2000)	1820 (2008)	1888 (2009)	1889 (2009)
			• National human right bodies are independent bodies defined in General Assembly resolution 48/134 • Paris Principles (1994) principles shaping status of national institutions (establishment, independence and methods of work)					

Goal **International, national and non-State security actors are responsive to and held to account for any violations of the rights of women and girls, in line with international standards**

No.	Type	Designation	Description	Context-specific issues to address in supporting narrative	Operational paragraphs in Security Council resolutions			
					1325 (2000)	1820 (2008)	1888 (2009)	1889 (2009)
4	QN/r	Percentage of reported cases of sexual exploitation and abuse allegedly perpetrated by uniformed, civilian peacekeepers and/or humanitarian workers that are acted upon out of the total number of referred cases Responsibility: DPKO, United Nations system (OHRM)	Number of cases uniformed peacekeepers acted upon X 100 / Number of cases uniformed peacekeepers referred Number of cases civilian peacekeepers acted upon X 100 / Number of cases civilian peacekeepers referred Number of cases humanitarian workers acted upon X 100 / Number of cases humanitarian workers referred • Number of cases: number of reported cases of alleged sexual exploitation and abuse • Sexual exploitation and abuse: defined in Secretary-General's bulletin ST/SGB/2003/13	(a) Changes in victims' propensity to report violations (impact of awareness-raising campaigns, accessible reporting channels, perceived credibility and speed of redress, etc.) (b) Extent to which preventive efforts (training of peacekeepers, limitations on contacts with civilians) have an impact	8	7, 8	7, 20, 21	

No.	*Type*	*Designation*	*Description*	*Context-specific issues to address in supporting narrative*	*Operational paragraphs in Security Council resolutions*			
					1325 (2000)	*1820 (2008)*	*1888 (2009)*	*1889 (2009)*
5 (a)	QL/c	Extent to which measures to protect women's and girls' human rights are included in directives issued by heads of military components and heads of police components of peacekeeping missions Responsibility: DPKO	Report on: • Context analysis of security threats to women and girls • Types of measures (proposed v. implemented; preventive, mitigation, comprehensive)	(a) Extracted text showing attention paid to security threats (b) Explanations for lack of mention of gender (i.e., when they refer to issues not relevant to protection of civilians)	5, 6	8, 9	11, 12	7, 8
5 (b)	QL/c	Extent to which measures to protect women's and girls' human rights are included in national security policy frameworks Responsibility: Member State	Existing and new gender-specific language to report on: • Type of document • Context analysis of security threats to women and girls • Types of measures					

Goal Provisions addressing the specific needs and issues of women and girls are included in early warning systems and conflict prevention mechanisms and their implementation is monitored

No.	*Type*	*Designation*	*Description*	*Context-specific issues to address in supporting narrative*	*Operational paragraphs in Security Council resolutions*			
					1325 (2000)	*1820 (2008)*	*1888 (2009)*	*1889 (2009)*
6	QL/c	Number and type of actions taken by the Security Council related to resolution 1325 (2000) Responsibility: UN Women/DPA	Report on: • Count of actions • Types of actions: request inquiry, set-up a specific mechanism, mandate peace keeping operations, impose sanctions, authorize the use of force, establish an international tribunal, refer a situation to the International Criminal Court • Type of document (i.e. resolution, presidential statement)	(a) Extracted text to illustrate situations identified and scope of actions (b) Broader context analysis	14, 18	1, 5, 16	10, 29	18, 20

No.	Type	Designation	Description	Context-specific issues to address in supporting narrative	Operational paragraphs in Security Council resolutions			
					1325 (2000)	1820 (2008)	1888 (2009)	1889 (2009)
7	QN/r	Number and percentage share of women in executive positions of relevant regional and subregional organizations involved in preventing conflict Responsibility: UN Women/DPA	$\frac{\text{Number of women in executive positions X 100}}{\text{Total persons in executive positions}}$ • Executive positions: members of the executive bodies of relevant regional and subregional organizations • Regional and subregional organizations as identified in General Assembly resolution 55/285 Proxy indicator of women's engagement in conflict prevention, assuming importance of role of regional organizations in preventive diplomacy	Issues addressed by women leaders	1, 2	7	16	1

Participation

Goal Inclusion of women and women's interests in decision-making processes related to the prevention, management and resolution of conflicts

No.	Type	Designation	Description	Context-specific issues to address in supporting narrative	Operational paragraphs in Security Council resolutions			
					1325 (2000)	1820 (2008)	1888 (2009)	1889 (2009)
8	QL/c	Percentage of peace agreements with specific provisions to improve the security and status of women and girls Responsibility: DPA	Report on treatment of gender issues within the 10 most common components of peace agreements (list supplied by DPA), distinguished according to type of agreement: • Comprehensive agreements • Other agreements Peace agreements: contracts intended to end or significantly transform a violent conflict so that it may be addressed more constructively	(a) Extracted text to show treatment of gender issues (b) Existence and use of guidance on gender issues (c) Number and frequency of consultations between negotiating delegations, mediators, and women's organizations/observers	8, 16	12	17	1

Goal **Increased representation and meaningful participation of women in United Nations and other international missions related to peace and security**

No.	*Type*	*Designation*	*Description*	*Context-specific issues to address in supporting narrative*	*Operational paragraphs in Security Council resolutions*			
					1325 (2000)	*1820 (2008)*	*1888 (2009)*	*1889 (2009)*
9	QN/r	Women's share of senior positions in United Nations field missions Responsibility: United Nations system	Number of women in senior United Nations positions X 100 / Total number of persons in senior United Nations positions • Senior: advisory level (P-5 or higher) • Field missions: peacekeeping and special political missions • Disaggregated between uniformed and civilian peacekeeping personnel and other staff Proxy measure of the extent to which women's needs and interests are addressed in high-level decision-making, as equal participation is a universal, inalienable and indivisible human right. Based on assumption that women will be more responsive to gender issues than male counterparts	Assessment of challenges affecting the capacity of senior women in field missions to represent gender equality issues	3, 4, 5		19	4
10	QN/r	Percentage of field missions with senior gender experts Responsibility: United Nations system (OHRM)	Number of field missions with senior gender experts X 100 / Total number of field missions • Senior: Advisory level (P5 or above) • Field missions: all UN field offices in countries with peace keeping and special political missions • Disaggregated between uniformed and civilian peacekeeping personnel and other staff	(a) Where a P-5 gender adviser is absent, the positions at which gender experts are found (i.e., P-4 or below) should be noted (b) Explanation for lack of gender expertise (small size of teams, temporary recruitment gaps, etc.)	5		12	

Goal **Increased representation and meaningful participation of women in formal and informal peace negotiations and peacebuilding processes**

No.	*Type*	*Designation*	*Description*	*Context-specific issues to address in supporting narrative*	*Operational paragraphs in Security Council resolutions*			
					1325 (2000)	*1820 (2008)*	*1888 (2009)*	*1889 (2009)*
11 (a)	QN/r	Representation of women among mediators, negotiators and technical experts in formal peace negotiations Responsibility: DPA	Number of women in team of mediators X 100 / Total number of individuals in team of mediators Number of women in negotiating parties X 100 / Total number of individuals in negotiating parties Number of women in team of technical mediation experts X 100 / Total number of individuals in team of technical mediation experts Formal peace negotiations: negotiations by two or more parties to end conflict, with third-party technical assistance. Negotiations will be included if they last two months or longer	(a) Relative influence of women according to whether they are: women heads of delegation, a majority or minority of delegates, present at all meetings, speaking as frequently as male delegates, etc. (b) Account and analysis of issues and topics raised by women negotiators (c) Existence of a gender adviser to the mediation team or to each negotiating delegation	2	12	16	1
11 (b)	QL/r	Women's participation in official observer status, at the beginning and the end of formal peace negotiations Responsibility: DPA	Report on representatives of women and/or women's groups (civil society, including grass-roots and umbrella organizations), organized by: • Type of representative • Type of peace negotiations • Stage of peace process when formal observer status is accorded Proxy measure of the relative commitment of peace negotiation organizers to engage women throughout the process	(a) Assessment of stage of peace process in which women were granted observer status (b) Risks of backlash, violence, or prohibitive costs limiting participation by women or women's groups and efforts to mitigate these	2	12	16	1

Goal **Increased representation and meaningful participation of women in national and local governance, as citizens, elected officials and decision makers**

No	*Type*	*Designation*	*Description*	*Context-specific issues to address in supporting narrative*	*Operational paragraphs in Security Council resolutions*			
					1325 (2000)	*1820 (2008)*	*1888 (2009)*	*1889 (2009)*
12 (a)	QN/r	Women's political participation in parliaments and ministerial positions Responsibility: United Nations system/Member States	Report on women's share of: • Seats in parliament • Ministerial positions Indicates achievement of a goal in its own right and is a proxy indicator of representation of gender equality issues in national decision-making	(a) Levels of violence against women who exercise political rights (b) Extent to which gender issues are addressed in public decision-making	1	12		1
12 (b)	QN/r	Women's political participation as voters and candidates Responsibility: Member State	Report on women's share of: • Persons registered to vote • Persons who actually vote • Parliamentary candidates					

Goal **Increased participation of women and women's organizations in activities to prevent, manage, resolve and respond to conflict and violations of women's and girls' human rights**

No	*Type*	*Designation*	*Description*	*Context-specific issues to address in supporting narrative*	*Operational paragraphs in Security Council resolutions*			
					1325 (2000)	*1820 (2008)*	*1888 (2009)*	*1889 (2009)*
13	QL/c	Extent to which Security Council missions address specific issues affecting women and girls in the terms of reference and mission reports Responsibility: United Nations Women/DPA	Report on: • Terms of reference and mission report analysis of issues and needs affecting women and girls • Consultations with women's groups and issues discussed • Recommendations to improve situation of women	Explanation of cases where gender issues were not addressed	15		14	

Protection

Goal **Safety, physical and mental health of women and girls and their economic security are assured and their human rights respected**

No	*Type*	*Designation*	*Description*	*Context-specific issues to address in supporting narrative*	*Operational paragraphs in Security Council resolutions*			
					1325 (2000)	*1820 (2008)*	*1888 (2009)*	*1889 (2009)*
14	QN/s	Index of women's and girls' physical security Responsibility: Member State	Survey-based indicator to measure three dimensions: • Perceptions of physical security of women and girls (by location, time of day) • Proxy variables measuring how women's and girls' ability to participate in public life has been affected • Proxy variables measuring how women's and girls' regular activities have been affected This indicator is not comparable across countries but will track changes over time in individual contexts	(a) Perceptions of insecurity of different social groups/ categories (Internally Displaced People, age groups, ethnicity) and how they compare in severity of threats. (b) Overall changes and trends in perceived and real security threats to communities	9, 11	1, 5		6, 10

Goal **Political, economic, social and cultural rights of women and girls are protected and enforced by national laws in line with international standards**

No	*Type*	*Designation*	*Description*	*Context-specific issues to address in supporting narrative*	*Operational paragraphs in Security Council resolutions*			
					1325 (2000)	*1820 (2008)*	*1888 (2009)*	*1889 (2009)*
15	QL/c	Extent to which national laws to protect women's and girls' human rights are in line with international standards Responsibility: Member State	Report on: • Inheritance rights • Sexual and gender-based violence • Rights related to marriage Requires development of reporting guidance for assessing harmonization of legal provisions with international standards	(a) Whether legislative advances are universally applied or whether systematic exceptions are permitted (b) Whether legislative advances are accompanied by efforts to build justice and security sector capacity to implement new laws	7, 9	4	3, 6, 7, 8	2, 3, 10

Goal **Operational mechanisms and structures in place for strengthening physical security and safety for women and girls**

No	*Type*	*Designation*	*Description*	*Context-specific issues to address in supporting narrative*	*Operational paragraphs in Security Council resolutions*			
					1325 (2000)	*1820 (2008)*	*1888 (2009)*	*1889 (2009)*
16	QN/r	Level of women's participation in the justice, security and foreign service sectors **Responsibility: Member State**	Number of women employed in the sector / Total number of individuals employed in the sector • Disaggregated by rank and seniority Indicates achievement of a goal in its own right, but is also a proxy for the responsiveness of justice, security and foreign service sector actors to women's concerns	(a) Adequacy of efforts to attract and retain qualified women (b) Any concentrations of women in particular types of services and particular ranks/levels of seniority (c) Impact of women and responsiveness to gender issues	1	12		1
17	QL/r	Existence of national mechanisms for control of illicit small arms and light weapons **Responsibility: Member State**	Report on: • Existence of a national coordination agency or national focal point on small arms and light weapons • Record keeping on holdings and transfers of small arms and light weapons The indicator will draw on information shared in the context of the Programme of Action to Prevent, Combat and Eradicate the Illicit Trade in Small Arms And Light Weapons in All Its Aspects (A/CONF.192/15) Proxy indicator of physical security in a conflict setting, where small arms and light weapons can proliferate and are often used to threaten women	(a) Reports (if available) on proliferation of illicit arms and any relationship between this and increased violence against women (b) Assessment of adherence to minimum standards on the part of national coordinating bodies and record keeping	8			6, 10

Goal **Women and girls at risk have access to livelihood support services**

No.	*Type*	*Designation*	*Description*	*Context-specific issues to address in supporting narrative*	*Operational paragraphs in Security Council resolutions*			
					1325 (2000)	*1820 (2008)*	*1888 (2009)*	*1889 (2009)*
18	QN/r	Percentage of (monetary equivalent, estimate) benefits from temporary employment in the context of early economic recovery programmes received by women and girls Responsibility: United Nations entities	Payments for temporary employment received by women and girls / Total payments for temporary employment • Information restricted to payments for temporary employment; not the administration and logistics of the programme • Information to be based on programmes managed by United Nations entities	(a) Types of temporary employment (food for work etc.), scale (numbers employed), geographic scope (rural versus urban locations) (b) Adequacy of measures to attract female workers and adapt to their needs (i.e., provision of childcare, protection from physical assault) (c) Proportion of female beneficiaries	9			8, 9

Goal **Increased access to justice for women whose rights are violated**

No.	*Type*	*Designation*	*Description*	*Context-specific issues to address in supporting narrative*	*Operational paragraphs in Security Council resolutions*			
					1325 (2000)	*1820 (2008)*	*1888 (2009)*	*1889 (2009)*
19	QN/r	Percentage of referred cases of sexual and gender-based violence against women and girls that are reported, investigated and sentenced Responsibility: Member State	Number of cases investigated / Number of cases reported Number of cases sentenced / Number of cases investigated • Number of cases = number of cases of sexual and gender-based violence against women and girls Increases in rates of investigation and sentencing are often proxies for improved police and judicial services rather than increase in incidence	(a) Reasons for changes in numbers of cases reported (b) Reasons for change (increase or decrease) in rates of investigation and prosecution	8, 11	3	6, 7, 8 (a), 17	10

No	Type	Designation	Description	Context-specific issues to address in supporting narrative	Operational paragraphs in Security Council resolutions: 1325 (2000)	1820 (2008)	1888 (2009)	1889 (2009)
20	QN/r	Hours of training per capita of decision-making personnel in security and justice sector institutions to address cases of sexual and gender-based violence Responsibility: Member State	Number of training hours of decision-making personnel Total number of decision-making personnel • Number of training hours: total training hours (number of persons x hours per sessions x number of sessions) • Security sector institutions: police, military, intelligence, border control, court system, penal system	(a) Training content (b) Any restriction of training to specific groups or units (i.e., police vulnerable persons unit vs. all units) (c) Comparable hours of training received on other topics	6, 7	3, 4, 6	19, 20	4

Relief and recovery

Goal Women's and girls' specific reproductive health needs are met in conflict and post-conflict situations

No.	Type	Designation	Description	Context-specific issues to address in supporting narrative	Operational paragraphs in Security Council resolutions: 1325 (2000)	1820 (2008)	1888 (2009)	1889 (2009)
21 (a)	QN/i	Maternal mortality rate Responsibility: United Nations system; Member States	Number of maternal deaths/100,000 Number of live births Maternal mortality rates reflect quality public services reaching women and girls, such as basic education, rural transportation, ante-natal health care and emergency obstetric services	(a) Assessment of changes in types and quality of related services supplied to women and girls, particularly in rural areas (b) Factors preventing women from accessing relevant services and efforts to address them	8, 9	13	13	10

No	Type	Designation	Description	Context-specific issues to address in supporting narrative	Operational paragraphs in Security Council resolutions			
					1325 (2000)	1820 (2008)	1888 (2009)	1889 (2009)
21 (b)	QN/i	Net primary and secondary education enrolment rates, by sex Responsibility: United Nations system; Member States	Number of children enrolled in primary education / Total number of children Number of children enrolled in secondary education / Total number of children • Number of children: number of children of official relevant school age (according to level of education) • Information disaggregated by sex 21 (a) and 21(b) are proxy indicators of the extent to which women's and girls' specific needs are addressed in the design, financing, and delivery of basic services		9			11

Goal The needs of women and girls, especially vulnerable groups (internally displaced persons, victims of sexual and gender-based violence, ex-combatants, refugees, returnees) are addressed in relief, early recovery and economic recovery programmes

No	Type	Designation	Description	Context-specific issues to address in supporting narrative	Operational paragraphs in Security Council resolutions			
					1325 (2000)	1820 (2008)	1888 (2009)	1889 (2009)
22 (a)	QN/c	Proportion of budget related to indicators that address gender equality issues in strategic planning frameworks Responsibility: PBSO/UN Women	Amount of budget allocated to indicators that address gender equality / Total budget Amount of budget allocated to targets that address gender equality / Total budget	(a) Challenges of addressing gender equality issues in planning processes (b) Variations in treatment of gender equality issues within thematic areas	8 (a)		8, 9, 22	10
22 (b)	QN/c	Proportion of budget related to targets that address gender equality issues in strategic planning frameworks Responsibility: PBSO/UN Women	• Gender equality: identified through content analysis • Indicators: organized by target/results or more broadly by thematic area • Targets: may also be called objectives or results • Strategic planning frameworks include list in Secretary-General's report (S/2010/173) • Information disaggregated by thematic area					

No	Type	Designation	Description	Context-specific issues to address in supporting narrative	Operational paragraphs in Security Council resolutions: 1325 (2000)	1820 (2008)	1888 (2009)	1889 (2009)
23 (a)	QN/i	Proportion of total disbursed funding to civil society organizations that is allocated to address gender equality issues Responsibility: United Nations entities	Funding to civil society organizations on gender issues / Total funding to civil society organizations • Funding: Amount of disbursed funding (programmes only) • Civil society organizations (national and international) • Gender issues: as defined by the United Nations entities' financial tracking system (such as the gender marker) • Information to be based on financial tracking system of United Nations entities, when available	(a) Analysis of variations across sectors in priority attached to gender equality/women's empowerment as suggested by spending allocations (b) Changes in "success rate" of women's groups in applying for funding and reasons for this (c) Analysis of factors affecting improvements in funding for gender equality issues	8	13	13	1, 8, 9, 14
23 (b)	QN/i	Proportion of total disbursed funding to support gender equality issues that is allocated to civil society organizations Responsibility: United Nations entities — financial tracking system	Funding to civil society organizations on gender issues / Total funding on gender issues • Information to be based on financial tracking system of United Nations entities, when available					
24 (a)	QN/i	Proportion of disbursed Multi-Donor Trust Funds (MDTFs) used to address gender equality issues Responsibility: United Nations entities	MDTF funding on gender issues (programmes only) / Total MDTF funding (programmes only) • This indicator refers to MDTFs and programmes linked to recovery and peacebuilding; reporting will depend on the implementation of a financial gender marker system • Information to be based on financial tracking system of United Nations entities, when available		8	13	22	9, 19 (b), 19 (d)

No.	Type	Designation	Description	Context-specific issues to address in supporting narrative	Operational paragraphs in Security Council resolutions: 1325 (2000)	1820 (2008)	1888 (2009)	1889 (2009)
24 (b)	QN/i	Proportion of total spending of the United Nations system used to support gender equality issues Responsibility: United Nations entities	Total United Nations funding on gender issues (programmes only) / Total funding (programmes only) Indicators 23 and 24 indicate the relative priority given to women's empowerment and gender equality shown by recovery and peacebuilding funding allocations; reporting will depend on the implementation of a financial gender marker system • Information to be based on financial tracking system of UN entities, when available					

Goal Post-conflict institutions and processes of transitional justice, reconciliation and reconstruction are gender responsive

No.	Type	Designation	Description	Context-specific issues to address in supporting narrative	Operational paragraphs in Security Council resolutions: 1325 (2000)	1820 (2008)	1888 (2009)	1889 (2009)
25	QL/c	Extent to which Truth and Reconciliation Commissions include provisions to address the rights and participation of women and girls Responsibility: OHCHR/ UN Women	Report on: Mandate • Consultations with women and special hearings • Existence of gender unit • Provisions for women's participation, witness protection and psycho-social support • Awareness campaigns targeting women and girls Outcome report • Women commissioners and female staff of the Truth and Reconciliation Commissions • Participation of women as witnesses • Recommendations addressing gender equality issues • Gender chapter	(a) Extent to which gender issues have been restricted to one specific chapter and/or mainstreamed throughout outcome report (b) Degree of engagement of women and girls (c) Extent to which violations of women's and girls' rights are addressed in view of known patterns of war-time violations	9, 11	4, 10	6, 7, 8 (a)	3, 10

Goal **Disarmament, demobilization and reintegration and security sector reform programmes address the specific security and other needs of female security actors, ex-combatants, and women and girls associated with armed groups**

No	*Type*	*Designation*	*Description*	*Context-specific issues to address in supporting narrative*	*Operational paragraphs in Security Council resolutions*			
					1325 (2000)	*1820 (2008)*	*1888 (2009)*	*1889 (2009)*
26 (a)	QN/r	Percentage of benefits (monetary equivalent, estimate) from reparation programmes received by women and girls Responsibility: United Nations programmes	Reparation benefits to women and girls / Total benefits • Benefits: monetary equivalent of benefits given • The monetary estimation is restricted to the benefits disbursed, not the administration and logistics of the programme • Information to be based on programmes managed by United Nations entities	(a) Efforts to mitigate factors that prevent women and girls' access to reparations or DDR benefits (b) Commentary on how basis for eligibility is determined	8	13	13, 17	9, 10
26 (b)	QN/r	Percentage of benefits (monetary equivalent, estimate) from DDR programmes received by women and girls Responsibility: United Nations programmes	DDR benefits to women and girls / Total benefits • Information to be based on programmes managed by United Nations entities		8, 13	10	17	13

Notes:

The type of data-collection method is identified by the letters following the QN (quantitative) or QL (qualitative) denotation:

- "/c" refers to content analysis methods that will require systematic analysis of extracted language
- "/r" refers to reports to be assembled that will require a standard agreed format
- "/i" refers to information systems that need to be in place for reporting (i.e., financial tracking, human resources, police information systems)
- "/s" refers to surveys that will require methodological development and planning

Abbreviations: OSRSG-SVC, Office of the Special Representative of the Secretary-General on sexual violence in conflict; DPA, Department of Political Affairs, DPKO, Department of Peacekeeping Operations; OHCHR, Office of the United Nations High Commissioner for Human Rights; CEDAW, Committee on the Elimination of Discrimination against Women; CRC, Committee on the Rights of the Child; CERD, Committee on the Elimination of Racial Discrimination; HRC, Human Rights Committee; CESCR, Committee on Economic, Social and Cultural Rights; OHRM, Office of Human Resources Management; PBSO, Peacebuilding Support Office; DDR, disarmament, demobilization and reintegration.